

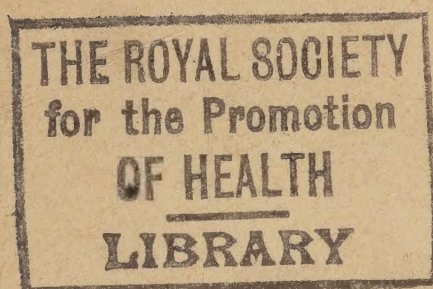
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MINISTRY OF HEALTH

Report of the Working Party on the
RECRUITMENT, TRAINING
AND QUALIFICATION

of

SANITARY
INSPECTORS



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INTRODUCTION

To the Rt. Hon. IAIN MACLEOD, M.P.,
Minister of Health.

SIR,

1. We were appointed by the Rt. Hon. Hilary Marquand, M.P., then Minister of Health, in June, 1951, to enquire into the nature of the work at present being done by sanitary inspectors, and the nature and functioning of the present arrangements for their recruitment, training and qualification, and to report on the adequacy of such arrangements.

2. We beg to submit our report.

3. We have held 36 meetings at 19 of which we took oral evidence from, in all, 55 witnesses. A list of the organisations which submitted evidence is given in Appendix I of our Report.

4. We were assisted in our investigation by a Steering Committee which consisted of officials of the government departments most immediately concerned, and of representatives of the local government associations, the Sanitary Inspectors Association, the Royal Sanitary Institute, the Royal Sanitary Institute and Sanitary Inspectors Examination Joint Board, and the Society of Medical Officers of Health. Members of the Steering Committee received our papers and gave great assistance both at our request and on their own initiative in directing our attention to relevant facts and considerations. For our report, however, we alone are responsible.

5. Before forming any opinion on the adequacy of the arrangements for recruiting, training and qualifying sanitary inspectors, we felt it essential to arm ourselves with solid statistical information about the work for which they are being recruited and trained. We therefore issued a questionnaire, of which the text is set out in Appendix II to the council of every borough (including the metropolitan boroughs) and urban and rural district in England and Wales, and to all port health authorities there and to all their sanitary inspectors. Replies were received from 4,640 sanitary inspectors, being about 98 per cent. of all inspectors, and from 1,497 authorities, 98 per cent. of those addressed. These percentages are remarkably high for an enquiry of this sort and we wish to express our gratitude for the co-operation and assistance we have had from local authorities, medical officers and sanitary inspectors in this and other parts of our investigation. In order to make as sure as possible that it was aptly framed to draw the relevant facts, we had a preliminary run with a pilot questionnaire, which we sent to 21 typical authorities and their sanitary inspectors and asked them to answer with full comments. This experiment saved us from a number of mistakes and enabled us to express our questions more clearly. We do not believe it possible to draft a questionnaire which no one attempting to answer will misunderstand, but we were glad to find a far smaller proportion of misunderstandings in the answers to the final questionnaire than to the pilot. The tables in the body of this report are derived from the answers to our questionnaire wherever the contrary is not stated.

6. As many county councils employ officers qualified as sanitary inspectors on work analogous to sanitary inspection we addressed a special questionnaire to those authorities and officers.

7. Two members of the Working Party are sanitary inspectors holding the post of Chief Sanitary Inspector in the County Borough of Coventry and in the Rural District of Pontardawe respectively, and, under arrangements

made between those local authorities and the Ministry of Health, they were made available for a very considerable amount of field work ; we are very much indebted to the two authorities for sparing their services. Together or separately they visited the Public Health Departments of 103 local authorities and a number of training establishments and conferred with medical officers of health, sanitary inspectors, principals of technical institutions and others. The authorities visited comprised 4 county boroughs of more than 500,000 population, 17 other county boroughs, 26 non-county boroughs, 16 urban district councils, 22 rural district councils, 5 metropolitan boroughs, 3 port health authorities and 10 county councils. Geographically 21 of these are in the north, 9 in the midlands, 53 in the south and west (including London) and 20 in Wales. A visit was also paid to Scotland to observe the somewhat different arrangements in operation there. The reports made as a result of these visits have been a valuable supplement to the oral evidence received by the Working Party as a whole. In addition all the members of the Working Party were present on one or more occasions at the examinations for sanitary inspectors conducted by the Royal Sanitary Institute and Sanitary Inspectors Examination Joint Board both in the examination hall in Queens Square and at the premises where practical inspections are carried out by candidates in connection with these examinations ; the examination conducted at the Royal Veterinary College by the Royal Sanitary Institute for inspectors of meat and other foods was also attended.

8. Throughout this report the expression "Examination Board" means the Royal Sanitary Institute and Sanitary Inspectors Examination Joint Board, and "basic examination" means the examination conducted by that Board and recognised by the Minister of Health as the qualification for sanitary inspectors ; we use the expression "examining authority" in a more general sense to indicate either the present Examination Board or any future body which may take its place.

CHAPTER I

THE ORIGIN AND DEVELOPMENT OF THE OFFICE OF SANITARY INSPECTOR

9. To trace in detail the origin and development of the office of sanitary inspector would be to traverse nearly the whole of the history of public health measures and administration over the past century. The area of sanitary reform which began in the eighteen-thirties and forties owed much to the inspired leadership of Chadwick, the administrator, Simon, the health officer, and Rawlinson, the civil engineer, but it was the early field workers under the boards of health and their successors the local sanitary authorities who turned the policies of these reformers into concrete realities, and amongst these workers the medical officers of health and sanitary inspectors—or as the latter were usually but not invariably termed in the legislation of the period, inspectors of nuisances—played a leading part.

10. The movement to prevent disease by government action preceded by half a century those developments of medical science which revealed the true causes of infectious disease. The early reformers, however, had a good empirical understanding that damp overcrowded houses, dirty water, and general filth, were not favourable to health, and proceeded without theoretical qualms to attack those conditions. Their belief that bad smells caused disease, though not confirmed by subsequent medical research, did, in practice, lead to the removal of many truly harmful factors.

11. Thus in the first half of the century public health measures were conceived mainly in terms of the removal of nuisances—filthy liquids, bad smells, and the like. One of the earliest general statutes, the Nuisances Removal and Diseases Prevention Act, 1846, provided a procedure for the abatement of nuisances sworn to by any two medical practitioners. Meanwhile however another and more effective system of enforcement had been devised. A number of towns, led by Liverpool, were obtaining power by private legislation to appoint a Medical Officer of Health and an Inspector of Nuisances. The Liverpool Act provides “that it shall be lawful for the said Council, and they are hereby required, to appoint one or more persons to superintend and enforce the due execution of all the duties to be performed by the scavengers appointed under this Act and report to the said Council and Health Committee all breaches of the bye-laws, rules and regulations of the said Council and Health Committee and to point out the existence of any nuisances, and such persons shall be called ‘The Inspector of Nuisances’,”. The Act proceeds to require the Inspector to enquire into the truth of complaints made by inhabitants with regard to infringements of the Act or bye-laws made under it, to report the complaints to the Health Committee and, if so directed, to take legal proceedings against the offender.

12. The first general Act dealing with inspectors of nuisances was the Public Health Act, 1848. This Act, which was an adoptive one, imposed a duty on the local Boards to appoint, amongst other officers, a Surveyor and an Inspector of Nuisances and provided a detailed code of sanitary supervision. Some of the functions now regarded as proper to sanitary inspection, e.g. notices in respect of objectionable water-closets and drains, were imposed on the Surveyor, but it was provided that the same person might hold both offices. Action in respect of bad food was assigned to the Inspector of Nuisances.

13. The Inspector of Nuisances was the lineal predecessor of the modern Sanitary Inspector, but his procedures were somewhat different. The problems which early health legislation set out to solve were more appalling, but less complicated, than those of today. Running water was absent or grossly polluted, and in the towns open drains and heaps of dung offended the nostrils and people were living crowded into filthy cellars. What needed to be done was usually fairly obvious, the problem was to induce the person responsible to do it, and this was primarily a problem of policing. The gross offences against health which were then being widely committed were listed in statutes and byelaws and their subsequent enforcement must have called more for an inspector of robust physique and undaunted character than for a technician. The reforming and humanitarian ideas of the period were accompanied by an often conflicting belief in *laissez faire* and the resistance of owners of unhealthy property was vigorous and unabashed.

14. Some idea of the methods followed may be gathered from Sir John Simon's account of his work as the first Medical Officer of Health appointed by the City of London.

"I established and by degrees developed a routine of weekly inspection; through which, with the assistance of the Nuisance Inspectors acting for the purpose, I ascertained the state of all suspected habitations, with regard to overcrowding of inmates, and to the sanitary details of ventilation, cleanliness, drainage, water supply, dust removal, paving of yards and cellars, freedom from exterior nuisances and the like; and also the state of premises on which offensive businesses were carried on; which knowledge being got, my next weekly report to the Commission contained an application for formal orders demanding the abatement of all such unwholesome conditions as had been discovered; and the routine of succeeding weeks included a systematic following up of those several cases till each of the orders for improvement had been obeyed. The weekly inspections were at first chiefly relative to the particular premises where certain sorts of death or disease had recently occurred; but as the system developed, it became, in addition, a methodical sanitary superintendence of all the poorer parts of the City . . . For the purpose of that superintendence, I gave to each of the district inspectors a certain rota of visitation."

15. Sanitary measures gradually spread from the great towns to smaller towns and country areas and the Public Health Act, 1872, made the appointment of medical officers of health and inspectors of nuisances obligatory everywhere. The Act was, however, unpopular with rural authorities, and in many areas it was not effectively operated. In one instance seventeen authorities sometimes shared a single part-time medical officer at a total salary of £2a year, and the local relieving officer received the extra appointment of Inspector of Nuisances at a trifling additional salary. Exchequer grants towards salary were used to induce authorities to make more suitable appointments, though the idea of suitability does not seem to have embraced any technical ability. In an order of 1872 a form is provided for seeking the Local Government Board's approval to Inspectors' appointments for purposes of grant, and while this contains questions about the size of the district and whether the appointment is to be whole or part-time, nothing is asked about qualifications or experience.

16. Meanwhile the powers of sanitary authorities and, as a consequence, the scope of sanitary inspection were being continuously enlarged by such Acts as the Public Health Act, 1875, the Sale of Food and Drugs Act, 1875, the Pollution of Rivers Act, 1876, the Factories and Workshops Acts, 1878 and a number of others. As time elapsed, it became obvious that something more was required than the haphazard selection of Inspectors of Nuisances

without any attempt at technical training, but it was not until 1877 that the Royal Sanitary Institute sought to remedy this state of affairs by establishing simple examinations. Despite this much needed advance it was only in 1895 that the possession of Certificates of competency was made obligatory for all new appointments of Inspectors of Nuisances in London. Even more remarkable is the fact that the possession of such qualifications was not obligatory in the rest of the country until 1922 and then only as a condition of grant. The history of these examinations and of the various bodies from time to time responsible for them is traced in a later chapter.

17. In the present century the law relating to public health has become so extensive, and technical processes have become so complicated that while the objects of sanitary inspection have remained substantially the same, its methods have undergone important changes. Many local bodies had been set up in the previous half-century with the main object of introducing hygiene to a population accustomed to dirt and disease. The officers conducting the struggle were the medical officer of health and the sanitary inspector and they had an uphill fight against every sort of obstruction and disbelief. In course of time, however, much success was achieved and the ideas for which they fought gradually came to be accepted. Today the needs of hygiene are generally recognised and the public is, on the whole, anxious to co-operate. Thus the inspector is able to work much more by way of explanation and persuasion and less by threats and legal action. But traders and property owners do not find it a simple matter to ascertain and comply with the law. They have come to look to sanitary inspectors for help in solving their problems. Moreover the State has been active in connection with aspects of public health outside sanitary inspection so that other workers, for instance health visitors, labour in the same field with medical officers of health and sanitary inspectors. The inspector must work in harmony with these colleagues and must understand just how his job fits in with theirs. The pioneers have become members of a team.

CHAPTER II

THE WORK OF A SANITARY INSPECTOR

Part I—The Legal Position

Obligation to Appoint Qualified Sanitary Inspectors

18. The legal position of local authorities in relation to sanitary inspectors takes three different forms according to the type of authority.

Briefly:

- (i) The Councils of Metropolitan Boroughs are obliged to appoint an adequate number of sanitary inspectors who must be qualified ;
- (ii) The Councils of County Boroughs must appoint sanitary inspectors but there is no provision as to their number or qualification ;
- (iii) The Councils of Non-county Boroughs and Urban and Rural Districts must appoint sanitary inspectors and as a condition of grant they must be qualified but there is no provision as to number.

19. The Statutory basis of this system is as follows:

The London Government Act, 1939, provides in section 78 (1) that:—

“ Every borough council shall appoint an adequate number of fit persons to be sanitary inspectors for the borough ”

and in section 78 (2) that the Minister of Health may, on the representation of the London County Council, and after a local enquiry, make an order requiring a borough council to appoint a stated number of sanitary inspectors, and settling their remuneration.

Section 79 (1) provides that:

“ The Minister may by regulation prescribe the qualifications to be held and the duties to be performed by, the mode of appointment of, and terms as to salary and tenure of office of, medical officers of health and sanitary inspectors appointed by borough councils ”;

and Section 79 (4) that:

“ A person shall not be appointed a sanitary inspector unless, in addition to holding the qualification prescribed under this section, he is the holder of a certificate, issued by such body as the Minister may approve, stating that he has shown himself by examination to be competent for the office.”

20. In pursuance of section 79 the Minister of Health has made regulations laying down that the approved body under sub-section (4) shall be the Royal Sanitary Institute and Sanitary Inspectors Examination Joint Board and that the prescribed qualification under sub-section (1) shall be that Board's Certificate.

21. Authorities outside London are governed in this respect by the Local Government Act, 1933, of which section 106 (1) provides:

“ The council of every borough shall appoint fit persons to be town clerk, treasurer, surveyor, medical officer of health and sanitary inspector or inspectors, and shall also appoint such other officers as the council think necessary for the efficient discharge of the functions of the council.”

Section 107 (1) makes a similar provision in respect of urban and rural district councils. Section 108 (1) (b) provides that:—

“ The Minister may by regulation prescribe . . . the qualifications and duties of . . . sanitary inspectors ”

but this is qualified by section 108 (2) which goes on to say:—

“ Compliance with the regulations made under the preceding sub-section . . . shall not be obligatory on any such council,” i.e. a borough or urban or rural district council, “ but compliance therewith shall be a condition of the right of the council of any county district to receive from the county council any such payment as is mentioned in the next succeeding section of this Act.”

22. The “ next succeeding section ” (Section 109) prescribes in effect that where the regulations have been complied with the County Council shall pay the district council half the inspector’s salary.

23. A County Borough is not a county district and accordingly receives no payment from the County Council. There is therefore nothing in the Act either to oblige or induce a County Borough Council to insist on any specific qualifications for its sanitary inspectors, though section 106 does oblige it to appoint “ fit persons ”. In practice County Borough Councils do require persons seeking employment as sanitary inspectors to hold the certificate of the Examination Board and the vast majority, though not all, of their present inspectors are so qualified. Among county districts the employment of unqualified sanitary inspectors has practically ceased and only continues, so far as we are aware, in the case of one or two elderly officers who have been serving their councils for many years. Under present day conditions it is improbable that a county district council could save money by employing an unqualified man ; his salary might be lower than that of a qualified man but would hardly be less than 50 per cent. of it which is all that the employing council have to pay when they have complied with the regulations and thereby attracted a 50 per cent. contribution from the County Council.

Prescribed Duties

24. As stated above the Minister of Health has power to prescribe the duties of sanitary inspectors throughout the whole country. This he has done, in the case of London in Article 19 of the Sanitary Officers Order, 1926, and in the case of other parts of England and Wales in Article 27 of the Sanitary Officers (Outside London) Regulations, 1935. The latter Article reads as follows:—

“ 27. The sanitary inspector, as regards the district for which he is appointed shall, except as provided in Article 28 of these Regulations ” (which permits the duties to be distributed among two or more sanitary inspectors)—

- “ (1) perform under the general direction of the medical officer of health all the duties imposed on a sanitary inspector by statute and by any orders, regulations or directions from time to time made or given by the Minister, and by any byelaws or instructions of the local authority applicable to his office;
- (2) by inspection of his district, both systematically and at intervals as occasion requires, keep himself informed of the sanitary circumstances of the district and of the nuisances therein that require abatement;
- (3) report to the local authority any noxious or offensive businesses, trades or manufactories established within his district, and the breach or non-observance of any byelaws or regulations made in respect thereof;

- (4) report to the local authority any damage done to any works of water supply or other works belonging to them, and also any case of wilful or negligent waste of water supplied by them, or any fouling by gas, filth, or otherwise of water used or intended to be used for domestic purposes;
- (5) from time to time, and forthwith upon complaint, visit and inspect the shops and places kept or used for the preparation or sale of any article of food to which the provisions of the statutes and regulations in that behalf apply, and examine any article of food therein, and take such proceedings as may be necessary:

Provided that in any case of doubt arising under this paragraph, he shall report the matter to the medical officer of health, with the view of obtaining his advice thereon;

- (6) if so directed by the local authority, carry out the duties of a sampling officer under the Food and Drugs (Adulteration) Act, 1928;
- (7) if so directed by the local authority, inspect premises used as dairies for the purposes of the Milk and Dairies (Consolidation) Act, 1915, or the Milk and Dairies (Amendment) Act, 1922, or any Act amending those Acts, and any Orders or Regulations made thereunder;
- (8) give immediate notice to the medical officer of health of the occurrence within his district of any infectious or epidemic disease or other serious outbreak of illness; and whenever it appears to him that the intervention of such officer is necessary in consequence of the existence of any nuisance injurious to health, or of any overcrowding in a house or of any other conditions affecting the health of the district, forthwith inform the medical officer of health thereof;
- (9) if so directed by the medical officer of health, remove, or superintend the removal of, patients suffering from infectious disease to an infectious diseases hospital, and perform or superintend the work of disinfection after the occurrence of cases of infectious disease;
- (10) if so directed by the local authority, supervise the scavenging of his district or any part thereof;
- (11) if so directed by the local authority, act as officer of the local authority under the Canal Boats Acts, 1877 and 1884, and the Rats and Mice (Destruction) Act, 1919, and under any orders or regulations made thereunder;
- (12) if so directed by the local authority, act as designated officer for the purposes of the Housing Consolidated Regulations, 1925 and 1932;
- (13) if so directed by the local authority, perform duties of inspection under Part I of the Housing Act, 1935;
- (14) if so directed by the local authority, superintend and see to the due execution of all works which may be undertaken by their direction for the suppression or removal of nuisances;
- (15) carry out any duties imposed upon him by the local authority with reference to the provisions of the Shops Act, 1934, relating to ventilation, temperature, and sanitary conditions;
- (16) enter from day to day, in a book or on separate sheets or cards provided by the local authority, particulars of his inspections and of the action taken by him in the execution of his duties;
- (17) at all reasonable times, when applied to by the medical officer of health, produce to him his books, or any of them, and render to him such information as he may be able to furnish with respect to any matter to which the duties of sanitary inspector relate;
- (18) as soon as practicable after the 31st day of December in each year, furnish the medical officer of health with a tabular statement containing the following particulars:—
 - (a) the number and nature of inspections made by him during the year;
 - (b) the number of notices served during the year, distinguishing statutory from other notices;
 - (c) the result of the service of such notices.”

25. The equivalent Article 19 of the Sanitary Officers Order, 1926 (which applies in London), is in almost identical terms except that Articles 7, 13 and 15 are not included.

26. The prescribed duties set out in the above list fall into two main classes:—

- (i) Duties imposed by the Order itself. (Paras. (2)–(5), (8), (9), (16), (17) and (18).)
- (ii) Duties which the employing authority may in its discretion impose on the inspector. (Paras. (6), (7) and (10)–(15).)

There remains paragraph (1), which requires the sanitary inspector to perform under the general direction of the medical officer health all the duties imposed on him—

- (a) by statute ;
- (b) by orders, regulations or directions made or given by the Minister of Health ;
- (c) by any byelaws or instructions of the local authority applicable to his office.

The intention of this all-embracing paragraph appears to be to cover all the duties specifically imposed by the Order, all those which the employing authority may impose either under the express terms of the Order or because the duties are “applicable to his office” and all other duties imposed by statute (including Local Acts), order, regulation or direction of the Minister of Health.

Powers

27. References to sanitary inspectors in Acts of Parliament, other than those we have already cited, are in fact infrequent. We note the following:—

“ Food and Drugs Act, 1938

Section 100. Sanitary inspector and medical officer of health are deemed to be authorised officers for all the purposes of the Act. Only a sanitary inspector, medical officer of health or veterinary surgeon may be authorised for seizure of meat.

Public Health Act, 1936

Section 79. Power for sanitary inspector to remove accumulations of noxious matter.

Sections 83–85. Power for local authority to take action in respect of verminous premises, articles and persons on certificate or report of their medical officer of health or sanitary inspector.

Section 343. The term “authorised officer” is defined as meaning any officer authorised by his Council to act in any specified manner “Provided that the Medical Officer of Health, Surveyor and Sanitary Inspector of a Council shall, in virtue of their appointments, be deemed to be authorised officers for the purpose of matters within their respective provinces.”

28. In the performance of their various duties sanitary inspectors frequently exercise legal powers not enjoyed by everyone but in very few cases are these powers conferred upon sanitary inspectors as such. It will be noted that for the purpose of seizure of meat, removal of noxious accumulations, and action in respect of verminous premises, articles and persons, only the named officers can be authorised, whereas for the purpose of other functions under these two Acts the officers named are authorised but others may be as well. Other statutory provisions under which sanitary inspectors perform their numerous duties, many of them involving the exercise of special powers such

as power of entry on premises, refer to a Council's "authorised officer" without limiting the Council's right to authorise whom they please, and while powers in relation to certain classes of duty are customarily given by Councils under these provisions to their sanitary inspectors there is no legal obligation upon them to do so. So far as we are aware, there are no functions expressly conferred on sanitary inspectors by Orders or regulations other than the Sanitary Officers Regulations already cited.

29. Local authorities are, thus, obliged to appoint "sanitary inspectors" and some attempt has been made in the Minister's regulations to indicate what a "sanitary inspector" means; this has been done partly by a list of some of his duties and partly, and more effectively, by providing for a system of training examination for an officially approved qualification. But it is true to say that the functions of a sanitary inspector are nowhere exhaustively defined. Much of his day-to-day work is done either because it forms part of a duty which the employing authority have specifically assigned to him under the terms of the Sanitary Officers Regulations or because they regard this duty as "applicable to his office" or "within his province". It might well be thought that in the absence of a clear statement of the scope of a sanitary inspector's duties the task of laying down what his training should be is difficult, if not impossible. Actually the difficulty is less serious than might be supposed, since, as appears from the answers to our questionnaire, the province or field of work of sanitary inspectors is in practice fairly well established. This is no doubt due in part to the fact that the prescribed course of training has itself indicated the type of work for which the trained inspector is fitted. Statutory provisions do not therefore provide much help in determining the nature or limits of a sanitary inspector's work; these can only be ascertained by looking at evidence of what the work actually comprises in practice.

Part 2.—Work actually done

30. We have pointed out in the previous part of this chapter that the work done by a sanitary inspector is nowhere defined but depends upon practice and custom. Some indication of the scope of his work may be obtained from the syllabus of instruction laid down by the Royal Sanitary Institute and Sanitary Inspectors Examination Joint Board (referred to in this report as the Examination Board) for students intending to sit for the qualifying examination for sanitary inspectors.

SYLLABUS

1. *Statutes and Orders.* The Provisions of the Acts. Orders and Model Byelaws relating to the duties of sanitary inspectors in London and/or the Provinces. The principles and practice of administration and enforcement.
2. *Inspections and Administration.* Methods of inspection of buildings, dwellings, common and other lodging houses, vessels and canal boats, dairies, milk shops, cow sheds, bakehouses, markets, slaughterhouses, workplaces, stables and offensive trades and nuisances especially connected with trades and manufactures. The detection and prevention of smoke and nuisances.
3. *Water.* The physical characteristics of drinking water, sources and method of supply, the various ways in which it may be polluted during collection, storage and distribution, and the means for preventing such pollution; the pollution of rivers, lakes, wells and ponds. Sources and dangers of pollution.
4. *Food.* Duties of the inspector in relation to food. Inspection of food. Characteristics of good and bad food (including fish, vegetables and fruit). Milk and milk products; the grading of milk. Food in relation to infectious and other disease. Sampling of food under the Food and Drugs Act, etc. The

recognition and inspection of carcases, joints and organs of animals used for human consumption. The characteristics of home-killed, imported and cured meat. The diseases of animals intended for food, the appropriate action in regard to diseased meat.

5. *Air, Ventilation, Warming and Lighting.* The composition of air and the various causes of pollution. The principles of ventilation, and simple methods of warming, lighting and ventilating rooms and buildings. Measurements and calculation of areas, cubic space, etc.

6. *Building Construction and Sanitation.* Sites, foundations, roofs and damp-proofing of structures. The advantages and disadvantages of various sanitary appliances, the inspection of builders' and plumbers' work, the interpretation of drawings and of specifications. Preparation of schedules of repairs.

7. *Drainage, Sewerage and Sewage Disposal.* A knowledge of various systems of drainage and their adaptability to particular conditions; construction of drains; levelling and methods of drain testing. Sewage treatment and disposal.

8. *Collection and Disposal of Refuse.* Scavenging and various systems for dealing with trade, house and other refuse.

9. *Prevention of Infectious Disease.* Nature of infection; sources and mode of spread. Incubation period of infectious diseases. Preventive measures against infection and infectious diseases. Disinfection.

10. *Flies, Pests and Vermin.* Their life history; preventive measures; destruction. Disinfestation of premises.

11. *Statistics.* The meaning of the terms used. The purpose and methods of calculating the ordinary rates, such as birth rate—death rate—rate of infant mortality.

12. *Office Routine.* A knowledge of the general duties of the office, and methods of keeping the books and records. Preparation of reports.

31. For the purpose of our questionnaire we reduced the work of a sanitary inspector to 23 items and asked how much time approximately they devoted to each item; the list (excluding port duties which are dealt with in Part 5 of this chapter) comprised the following:—

- (i) Inspection of Dwellings.
- (ii) Drainage.
- (iii) Moveable Dwellings.
- (iv) Canal Boats.
- (v) Shops Acts.
- (vi) Factory Inspection.
- (vii) Food Inspection—Meat.
- (viii) Food Inspection—Fish.
- (ix) Food Inspection—Other.
- (x) Inspection under Milk Regulations.
- (xi) Sampling under Food and Drugs Acts.
- (xii) Inspection of Shops or Places kept for the Preparation or Sale of Food.
- (xiii) Inspection of Water Supply.
- (xiv) Infectious Diseases (including food-borne).
- (xv) Disinfection.
- (xvi) Scavenging, Cleansing and Refuse Removal.
- (xvii) Rodents and Other Infestations.
- (xviii) Inspection of Noxious or Offensive Trades.
- (xix) Smoke Abatement.
- (xx) Health Education.
- (xxi) General Inspection of the District.
- (xxii) Other Duties of a Sanitary Inspector (excluding Port Duties).
- (xxiii) Administering and supervising the work of other Sanitary Inspectors.

32. In succeeding paragraphs we summarise the answers received and discuss the nature of each item of work. As the work has been divided into 23 items, an even distribution of an inspector's time over all duties would result in his spending about $4\frac{1}{2}$ per cent. on each. The relative importance of the various functions in terms of time spent on them can thus be roughly assessed by the extent to which they occupy more or less than that percentage of inspector's time. The number of inspectors giving a "nil" return for any one subject is also of interest. In respect of most subjects between 1,500 and 2,500 inspectors give a nil return. A figure below 1,500 therefore indicates an unusually widespread function. It must be emphasised that the figures are rough, being based not on any precise system of measurement but on the estimates made by some four thousand sanitary inspectors of how much time they spend on each duty. It is moreover to be expected that, despite our efforts to be unequivocal, some sanitary inspectors out of that large number will have placed an interpretation on some of the various headings different from our own. In this chapter we have retained the description of each duty used in our questionnaire but we have altered the order in which they were set out there and arranged them as far as possible in groups of allied subjects. A general tabular summary appears in Appendix III.

Inspection of Dwellings

33. Duties connected with dwellings are divided between the sanitary inspector and the building inspector; the latter may be a member of the staff of the Surveyor or indeed the Surveyor* himself. The function of the building surveyor is to advise whether plans of new houses comply with bye-laws and thereafter to inspect the actual buildings in course of construction to ensure that the plans and specifications are properly adhered to. The function of the sanitary inspector begins when the building is completed and occupied, i.e., he is concerned with existing buildings whenever they were built. Under some small authorities the officer appointed as sanitary inspector may also be appointed surveyor and thus discharge the functions of both offices but the true view appears to be that where such an officer performs functions in respect of a building not yet completed he does so, not as sanitary inspector, but as surveyor. The sanitary inspector as such may, within the walls of the council's offices, be invited to give an opinion on the sanitary aspects of plans submitted for approval, but the final responsibility does not rest with him. This division of functions is nowhere laid down but is consistent with the practice in those areas, which include the vast majority of dwellings, where the Council appoints separate individuals to the posts of sanitary inspector and surveyor.

34. In general the sanitary inspector's function in respect of dwelling houses and flats may be said to be to see that they are kept healthy and habitable. Defects looked for include dampness, inadequate plumbing or ventilation, general dilapidation, overcrowding, and the use as dwellings of unsuitable rooms or structures such as basements. The powers exercised by a sanitary inspector derive generally from two different, but to some extent overlapping, statutory codes, the Public Health Acts and the Housing Acts. Broadly the Public Health Acts are applicable to individual defects or nuisances in houses rather than general unfitness for habitation. Under these Acts the sanitary inspector having discovered defects, himself serves informal notice on the responsible person calling upon him to remedy them. If the work is not done the sanitary inspector obtains the authority of his Council, usually from the appropriate Committee, to serve a statutory notice. If the work is still not done after the period provided in the statutory notice,

* This officer is frequently referred to as the "Engineer" or "Engineer and Surveyor". We use the term "Surveyor" throughout.

legal proceedings are instituted by the Council on a statement prepared by the sanitary inspector and supported by his evidence in Court. If the Court makes an order against the defendant and the work is still not done the Council may undertake the work themselves, in which case it will be supervised by the sanitary inspector.

35. Procedure under the Housing Acts imposes two separate duties on local authorities. The first is concerned with single houses considered unfit for human habitation. In the course of this work the sanitary inspector must make a detailed inspection of the whole house and its immediate surroundings and draw up a specification of the work required to render it fully habitable, with an estimate of the cost. A valuation of the house if such repairs are done is then made and this figure compared with the estimated cost of repair. If it appears to the authority on this comparison that the works of repair would be economically justifiable, the owner is called upon to carry them out. If, on the other hand, the house appears to be not worth repair, closing or demolition may be required instead. Either course may lead to proceedings in the County Court in which the sanitary inspector may be cross-examined as to the necessity of each item of repair and as to his estimates of the cost of repair and of the value of the house if repaired.

36. The second duty under the Housing Acts is associated with slum clearance and rehousing in new houses. It is the local authority's duty to deal with "clearance areas", that is, areas which for various reasons, including disrepair or sanitary defects of houses, are dangerous or injurious to the health of the inhabitants. This function involves matters of high policy to be decided by the Council upon a representation made by the Medical Officer of Health, but as a preliminary step housing surveys of extensive areas must be made by the sanitary inspectors.

37. It is clear that for the proper performance of these duties the sanitary inspector needs a wide practical knowledge of building work and current costs as well as of the law concerned. The inspection of dwellings is far and away the largest single item in the work of most sanitary inspectors. As will be noted from the following table, 885 inspectors give between 25 per cent. and 50 per cent. of their time to it, whereas the only other items to which more than 100 inspectors give this amount of time are general inspection for which the figure is only 246, meat inspection 201, supervision 183, and food premises 135.

TABLE 1
INSPECTION OF DWELLINGS

Percentage of Time given to this Duty	Number of Sanitary Inspectors giving each percentage	Column B expressed as a percentage of the total number of Sanitary Inspectors answering the question
A	B	C
Nil	866	19·7
Less than 5 per cent.	284	6·4
5 per cent. to 14 per cent.	932	21·2
15 per cent. to 24 per cent.	865	19·6
25 per cent. to 49 per cent.	885	20·1
50 per cent. to 90 per cent.	527	12·0
Over 90 per cent.	46	1·0

Drainage

38. The inspection of drains and sewers is one of the oldest functions of sanitary inspectors and was in fact at one time so typical that the word "sanitary" has, in popular use developed a narrower meaning virtually limited to this subject. While no longer forming such an all-important part of his duties as before, drainage inspection still remains one of the main duties as is shown in the table below, where it will be noted that only 987 inspectors give no time to it, while 1,130 give it between 5 per cent. and 10 per cent. of their time. The maintenance of an authority's own sewers (under highways) is not usually part of the sanitary inspector's work as such, being generally recognised as within the province of the surveyor, but it is the sanitary inspector's duty to draw the latter's attention to any defect or insufficiency likely to give rise to a nuisance. The typical work under this heading relates to the drainage of dwelling houses and powers exist to compel action by owners as in the case of unfit houses. The occasion for such action may be drains which have become defective or are badly designed, or where there is insufficient drainage or none at all. Provisions of the Public Health Act and of local bye-laws deal in great detail with the requirements of good drainage, and the sanitary inspector must be familiar with them.

TABLE 2
DRAINAGE

Percentage of Time given to this Duty	Number of Sanitary Inspectors giving each percentage	Column B expressed as a percentage of the total number of Sanitary Inspectors answering the question
A	B	C
Nil	987	22·4
Less than 1 per cent.	210	4·8
1 per cent. to 2 per cent.	533	12·1
3 per cent. to 4 per cent.	897	20·4
5 per cent. to 9 per cent.	1,130	25·6
10 per cent. to 25 per cent.	578	13·1
Over 25 per cent.	72	1·6

Moveable Dwellings

39. These include caravans, tents, sheds and hop-pickers' accommodation, and were originally occupied mainly with such nomadic sections of the population as gypsies, public works labourers and seasonal workers. The two last classes have often found their way into haphazard and insanitary accommodation, to the danger both of their own health and that of neighbouring communities. Legislation now exists to ensure proper provision, and its application is within the province of the sanitary inspector. Caravans, apart from those used by gypsies, provide a relatively new and rapidly growing problem. Modern caravans, at one time an adjunct of a small number of touring motorists, have in recent years greatly increased in number and they are now to be found in large encampments in many parts of the country. Persons living in such places are in part genuine tourists, stopping only for a night or two before moving to a fresh site, but many are simply seaside holiday makers who take their own accommodation to a suitable spot and stay there for the whole of their holiday instead of going into lodgings or a hotel. Since the war these have been joined by a new class, people who live in caravans on a permanent site all the year round because they are easier to get than fixed houses. Makers of large and elaborate

wheeled structures openly appeal to this market in their advertisements. The difficulty of securing satisfactory sanitary conditions in these encampments is obvious. In one urban district visited by our members there were 2,260 fixed houses as compared with 4,185 caravans besides 813 chalets or huts and 195 converted bus bodies. Much thought has been given to this problem in recent years and in many cases bye-laws and licensing conditions have been revised to meet the new situation. This work does not call for scientific or technical knowledge other than that required by the ordinary duties of a sanitary inspector but it demands tact and commonsense and is an example of the development of new responsibilities in the wide and shifting field of sanitary inspection.

TABLE 3
MOVEABLE DWELLINGS

Percentage of Time given to this Duty A	Number of Sanitary Inspectors giving each percentage B	Column B expressed as a percentage of the total number of Sanitary Inspectors answering the question C
Nil	2,154	48·9
Less than 1 per cent.	928	21·1
1 per cent. to 2 per cent.	629	14·3
3 per cent. to 4 per cent.	416	9·4
5 per cent. to 9 per cent.	222	5·0
10 per cent. to 50 per cent.	57	1·3
Over 50 per cent.	Nil	—

Canal Boats

40. In those areas where there is still a traffic by canal boat, it is the function of the sanitary inspector to see to the registration and inspection of boats used as dwellings. This work calls chiefly for familiarity with the relevant legislation; in other respects it involves the same general concern for hygiene as other kinds of inspection. In view of the limited extent to which canal boats are now used it is not surprising that as many as 4,213 inspectors give no time to this work, which was at one time of greater importance. Where it does occur it does not take much time, and it will be observed that of the 193 inspectors who do any of this work 128 spend less than 1 per cent. of their time on it.

TABLE 4
CANAL BOATS

Percentage of Time given to this Duty A	Number of Sanitary Inspectors giving each percentage B	Column B expressed as a percentage of the total number of Sanitary Inspectors answering the question C
Nil	4,213	95·6
Less than 1 per cent.	128	2·9
1 per cent. to 9 per cent.	60	1·4
10 per cent. to 25 per cent.	3	0·1
Over 25 per cent.	2	0·04

Shops Act

41. The Shops Act, 1950 has two main aims, of which one is to regulate the hours during which shops may remain open, and the other to regulate the

conditions of employment of shop assistants: the latter alone is the concern of the sanitary inspector as such, though under many of the smaller authorities the sanitary inspector may hold a separate appointment as Shops Act Inspector and look after hours as well; 886 inspectors held such appointments. The sanitary provisions of the Act relate to such matters as ventilation, temperature, sanitary accommodation and washing facilities, and have thus a close affinity to the work of sanitary inspection in dwellings. Knowledge of additional statute law is, however, required. The Act also provides for such matters as lighting, meal rooms and seats for female assistants which are not so clearly sanitary in content and while these are often administered by sanitary inspectors, they are sometimes left to the Shops Act Inspector.

TABLE 5
SHOPS ACT INSPECTION

Percentage of Time given to this Duty A	Number of Sanitary Inspectors giving each percentage B	Column B expressed as a percentage of the total number of Sanitary Inspectors answering the question C
Nil	1,954	44·3
Under 1 per cent.	687	15·6
1 per cent. to 4 per cent.	1,517	34·4
5 per cent. to 9 per cent.	173	3·9
10 per cent. to 50 per cent.	67	1·5
Over 50 per cent.	8	0·2

Factory Inspection

42. The Factories Acts have over the years built up a wide and detailed code for the safety, health and welfare of work people, and many of their provisions are enforceable by Factory Inspectors employed by the Ministry of Labour and not by local authorities. The sphere allotted to local authorities and performed for them by their sanitary inspectors varies with the type of factory. In factories where motive power is used the sanitary inspector's function is limited to ensuring adequate sanitary accommodation and drinking water but in those small establishments where there is no motive power the responsibility also covers cleanliness, overcrowding, temperature, ventilation and drainage of floors.

TABLE 6
FACTORY INSPECTION

Percentage of Time given to this Duty A	Number of Sanitary Inspectors giving each percentage B	Column B expressed as a percentage of the total number of Sanitary Inspectors answering the question C
Nil	1,405	31·9
Under 1 per cent.	430	9·8
1 per cent. to 2 per cent.	1,097	24·9
3 per cent. to 4 per cent.	968	22·0
5 per cent. to 9 per cent.	382	8·7
10 per cent. to 25 per cent.	58	1·3
Over 25 per cent.	63	1·4

Food Inspection and Allied Functions

43. We have now dealt with those functions of a sanitary inspector which relate broadly to the preservation of healthy living conditions in homes and work places. We now proceed to that important group of duties whose object is wholesome food and drink. Polluted or insufficient water was one of the earliest subjects to which medical officers of health and sanitary inspectors devoted their attention and bad meat was another. But the importance and elaboration of this group of functions have greatly increased in recent years. As we describe in a later chapter* they account for a substantial part of the instruction given to student sanitary inspectors working for the basic qualifying examination and are also the sole subject of a special examination which most inspectors now take as soon as possible after qualifying.

Food Inspection—Meat

44. Meat Inspection falls into two broad classes, inspection at slaughterhouses, and inspection elsewhere. Before the war slaughtering was done in practically every village, often by the retail butcher himself, but during the war a system of concentrated slaughtering was established which still continues; this has so far been effected by way of provisional arrangements but the Government has recently announced its intention to establish a system substantially on the present lines as a permanency.† Under the present system all slaughtering over a wide area is done in a single slaughterhouse, with the consequence, so far as sanitary inspectors are concerned, that in the areas of many authorities there is no slaughtering at all while other authorities have so much that their inspectors have difficulty in coping with the work. Many of these slaughterhouses are in the areas of small authorities who are not always in a position to appoint special staff especially as the future of this work cannot in all places be clearly foreseen. At times of heavy slaughtering the sanitary inspectors often have to work extremely long and irregular hours and are under a considerable strain. When inspecting meat the sanitary inspector must be able to recognise not merely unsoundness due to lapse of time, but also less obvious defects due to disease or infection in the animal. If the inspection is at the slaughterhouse such diagnosis is much assisted by examination of the animal before slaughter and of the organs. Neither examination will be possible at a retail shop. The sanitary inspector at a slaughterhouse must therefore be able to find and identify the organs and glands of different animals and detect in them evidence of disease, and this he can only do after extensive training with actual specimens. Condemned meat is seized or surrendered and, while it is of the first importance to prevent unsound meat going on to the market, it is also important, particularly in times of shortage, to avoid wasting good meat by excess of zeal. Meat inspection at slaughterhouses is sometimes supervised by veterinary surgeons and it has been represented to us by the British Veterinary Association that this should always be the case. Usually, however, final responsibility rests upon the sanitary inspector. It has recently been recommended‡ that he should be provided with, and be able to use, simple laboratory apparatus for the detection of less obvious infection or disease. In the case of retail shops the work is usually done by unspecialised sanitary inspectors, and is done either on complaint or as a matter of routine. Decisions to

* Chapter IV, paragraphs 180 and 188.

† The Ministry of Food has recently set up an Inter-Departmental Committee to consider the location of slaughterhouses.

‡ By the Inter-Departmental Committee on Meat Inspection, paragraph 190 (xix).

seize have to be quick and consultation with a colleague is not usually possible.

TABLE 7
MEAT INSPECTION

Percentage of Time given to this Duty A	Number of Sanitary Inspectors giving each percentage B	Column B expressed as a percentage of the total number of Sanitary Inspectors answering the question C
Nil	1,724	39·1
Under 1 per cent.	570	12·9
1 per cent. to 2 per cent.	709	16·1
3 per cent. to 4 per cent.	422	9·6
5 per cent. to 9 per cent.	276	6·3
10 per cent. to 49 per cent.	567	12·9
50 per cent. to 90 per cent.	92	2·1
Over 90 per cent.	46	1·0

Food Inspection—Fish

45. This work again has its wholesale and retail aspects, the large fish markets corresponding in this case to the centralised slaughterhouses. The subject is less complicated than meat but again decisions have to be quick ; often large quantities of fish are at stake and the inspector must be familiar with many kinds of fish and the defects to which they are subject.

TABLE 8
FISH INSPECTION

Percentage of Time given to this Duty A	Number of Sanitary Inspectors giving each percentage B	Column B expressed as a percentage of the total number of Sanitary Inspectors answering the question C
Nil	2,277	51·7
Under 1 per cent.	1,228	27·9
1 per cent. to 2 per cent.	597	13·5
3 per cent. to 4 per cent.	212	4·8
5 per cent. to 10 per cent.	53	1·2
Over 10 per cent.	40	0·9

Food Inspection—Other

46. The other foods requiring inspection include tinned or preserved food, bacon, poultry, game, butchers small good such as sausages and meat pies and such cooked foods as are sold at delicatessen or grocers' shops ; in addition the inspection of rice and other cereals, packaged or loose comes into the routine of the sanitary inspector's work, as does that of vegetables, fruit, dried or fresh and cheese. In areas where food manufacturing processes are undertaken, the sanitary inspector may be asked to advise manufacturers on the fitness of their raw materials.

(Table on next page)

Inspection under Milk Regulations

47. Regulations govern the registration and conduct of milk distributors and dairies and the licensing of persons to use special designations for milk. It is the function of sanitary inspectors to examine the premises and equipment of applicants who are not producers and to advise as to the grant or

TABLE 9
OTHER FOOD INSPECTION

Percentage of Time given to these Duties A	Number of Sanitary Inspectors giving each percentage B	Column B expressed as a percentage of the total number of Sanitary Inspectors answering the question C
Nil	1,671	37·9
Under 1 per cent.	709	16·1
1 per cent. to 2 per cent.	947	21·5
3 per cent. to 4 per cent.	663	15·0
5 per cent. to 9 per cent.	272	6·2
10 per cent. to 50 per cent.	143	3·2
Over 50 per cent.	2	0·04

refusal of the registration or licence. Where an applicant's premises and equipment are not in all respects fit, the inspector will normally advise him what to do to comply with the regulations and the inspection must be repeated periodically to ensure that the good condition of the premises and equipment is maintained. For all these functions the inspector needs a good practical and theoretical knowledge of the properties of milk and of the dangers resulting from its contamination, the equipment and processes used in dairies and the relevant provisions of the law. An allied function formerly performed by sanitary inspectors is the inspection of cows and cow houses. In 1949, this work was taken over by the Ministry of Agriculture and Fisheries.

TABLE 10
MILK REGULATIONS INSPECTION

Percentage of Time given to this Duty A	Number of Sanitary Inspectors giving each percentage B	Column B expressed as a percentage of the total number of Sanitary Inspectors answering the question C
Nil	1,785	40·5
Under 1 per cent.	694	15·7
1 per cent. to 2 per cent.	1,049	23·8
3 per cent. to 10 per cent.	812	18·4
Over 10 per cent.	67	1·5

Sampling under the Food and Drugs Act

48. The procedure of taking samples under the Food and Drugs Acts, is aimed primarily at detecting food which contains preservatives or any other substances rendering the food injurious to health and food or drugs which are not in accordance with the label or description under which they are offered for sale or which have been adulterated or are not of the nature, substance or quality demanded. These parts of the Acts are executed and enforced by Food and Drugs authorities. The Councils of all County Boroughs are Food and Drugs authorities as are also the councils of the great majority of non-county Boroughs and Urban Districts having a population of more than 40,000 and of a few of those boroughs and districts with populations between 20,000 and 40,000; elsewhere the Food and Drugs authority work is undertaken by County Councils. Exceptions to the above statement are Middlesex, where the County Council administer the Acts

for the whole county, and London, where the work is wholly done by the Metropolitan Borough Councils. Samples of food or drugs taken for the purpose of anlysis must be sent to the Public Analyst and the Acts contain many safeguards for the trade. The sampling officer has to be well acquainted with these and must follow precisely the procedure laid down.

49. In County Boroughs, and in county districts whose councils are Food and Drugs authorities, sampling is usually done by sanitary inspectors, who are expressly designated as authorised officers by the Acts. Some authorities, however, including the majority of County Councils use their Weights and Measures Inspectors for this work notwithstanding that many of them have sanitary inspectors on their staffs. The balance of advantage appears to us to lie with the performance of sampling by sanitary inspectors. It is carried out in premises which sanitary inspectors have, in any event, to visit in connection with their other duties, and it is done primarily with a public health object ; moreover, a sanitary inspector, with his general interest in food hygiene and, in the case of district and borough inspectors, his acquaintance with food traders in his area, will often know best where the taking of a sample is likely to reveal an offence.

TABLE 11
FOOD AND DRUGS SAMPLING

Percentage of Time given to this Duty	Number of Sanitary Inspectors giving each percentage	Column B expressed as a percentage of the total number of Sanitary Inspectors answering the question
A	B	C
Nil	2,917	66·3
Under 1 per cent.	297	6·7
1 per cent. to 2 per cent.	522	11·9
3 per cent. to 9 per cent.	521	11·8
10 per cent. to 50 per cent.	119	2·7
Over 50 per cent.	26	0·6

Inspection of Food Premises

50. Shops and places used for the preparation or sale of food include food manufacturing premises, dairies and milk treatment plants, ice cream plants, bake-houses, tinned and bottled food factories, food warehouses, and ordinary retail food shops, hotels, restaurants and public houses. There are statutory provisions, regulations and bye-laws dealing with the structure and equipment of food premises and the handling of food, and these an inspector must have at his finger tips. He must also have an adequate understanding of the processes of food manufacture if he is to advise manufacturers on the avoidance of infection and unhygienic practices. In an ice cream factory, for example, the inspector must see that the requirements of the Act, regulations and bye-laws are complied with in its construction, equipment and condition ; he must also take samples of the ice cream and if it is found to be unsatisfactory he must be able to examine the machinery and trace the point at which contamination arises. Similarly, at a restaurant he may have to advise on the dish-washing machinery. The important place taken by this work in an ordinary sanitary inspector's life is shown by the table below, which indicates that 1,091 inspectors allot 5 per cent. to 9 per cent. of their time to it while a further 1,044 give from 10 per cent. to 49 per cent.

TABLE 12
FOOD PREMISES INSPECTION

Percentage of Time given to this Duty	Number of Sanitary Inspectors giving each percentage	Column B expressed as a percentage of the total number of Sanitary Inspectors answering the question
A	B	C
Nil	1,112	25·3
Under 5 per cent.	1,086	24·6
5 per cent. to 9 per cent.	1,091	24·8
10 per cent. to 49 per cent.	1,044	23·7
50 per cent. to 90 per cent.	68	1·5
Over 90 per cent.	6	0·1

Inspection of Water Supply

51. The Sanitary Officers (Outside London) Regulations, 1935, and the corresponding Order applying to London require the sanitary inspector to:

“ report to the local authority any damage done to any works of water supply or other works belonging to them and also any case of wilful or negligent waste of water supplied by them

“ or any fouling by gas, filth or otherwise of water used or intended to be used for domestic purposes.”

52. The first part of this provision deals with auxiliary work for a local authority in its capacity as water undertaker and will often, and more appropriately, be undertaken by the staff of the water supply department; where the authority is not a water undertaker it will not apply at all. The second part is now the more important and applies whether the authority itself supplies water or not. It appears also to be more in keeping with the proper work of a sanitary inspector. This part of his duty is an important health function bearing directly upon the elimination of such water-borne diseases as typhoid and gastro-enteritis. In most places the water undertaker, whether a company, a joint board, or a department of a local authority operating in its own or another authority's area, will have on its staff competent officers whose duty it is to prevent pollution of the water supplied. The water undertaker, is, however, in the position of a caterer and it is in the public interest that its product should also be subject to inspection by an independent officer. This is done by the sanitary inspector who from time to time takes routine samples of water from taps in dwelling-houses, factories and elsewhere and submits them for analysis. Where there is any special reason to suspect pollution more frequent and systematic inspection will be made. While

TABLE 13
INSPECTION OF WATER SUPPLY

Percentage of Time given to this Duty	Number of Sanitary Inspectors giving each percentage	Column B expressed as a percentage of the total number of Sanitary Inspectors answering the question
A	B	C
Less than 1 per cent.	2,770	62·9
1 per cent. to 4 per cent.	1,158	26·3
5 per cent. to 9 per cent.	299	6·8
10 per cent. to 49 per cent.	174	4·0
50 per cent. to 90 per cent.	2	0·04

these duties will, in the case of a well managed water supply system, constitute only a second check, there still exist in a number of small places primitive water supplies where pollution is a real and constant risk and the responsibility falling on the sanitary inspector is proportionately greater. For the performance of his duties the inspector needs an understanding of the technique of water supply, and the processes of purification, and also some knowledge of water-borne diseases, and the ability to understand and interpret the analyst's report. In addition to checking the purity of water, a sanitary inspector must look into the adequacy of the supply to schools and dwellings.

Infectious Diseases (including food-borne)

53. In outbreaks, whether of infectious diseases or of food poisoning, the ascertainment of matters of fact is often entrusted by the Medical Officer of Health to the sanitary inspectors. Under small authorities the sanitary inspector often supervises the removal of patients with infectious diseases, though under larger authorities this work is now usually done by health visitors or special officers. For these duties a sanitary inspector needs a knowledge of the principal infectious diseases and the means by which each may spread.

TABLE 14
INFECTIOUS DISEASES

Percentage of Time given to this Duty A	Number of Sanitary Inspectors giving each percentage B	Column B expressed as a percentage of the total number of Sanitary Inspectors answering the question C
Nil	1,243	28·2
Under 1 per cent.	763	17·3
1 per cent. to 2 per cent.	1,309	29·7
3 per cent. to 9 per cent.	1,050	23·8
10 per cent. to 50 per cent.	32	0·7
Over 50 per cent.	10	0·2

Disinfection

54. Allied to their other work in connection with infectious diseases is the work done by sanitary inspectors in supervising the disinfection of houses, bedding, etc., after the removal of a patient. This work requires a knowledge of the latest processes of disinfection.

TABLE 15
DISINFECTION

Percentage of Time given to this Duty A	Number of Sanitary Inspectors giving each percentage B	Column B expressed as a percentage of the total number of Sanitary Inspectors answering the question C
Nil	2,536	57·5
Under 1 per cent.	896	20·3
1 per cent. to 2 per cent.	641	14·5
3 per cent. to 5 per cent.	274	6·2
Over 5 per cent.	60	1·4

Scavenging, Cleansing and Refuse Removal

55. Dirty streets and accumulations of insanitary refuse in and about houses were one of the earliest health hazards tackled by local sanitary authorities and from the start it was usual for this work to be supervised by the sanitary inspector. Today the work may be considered in two parts, (a) the removal of domestic refuse, and (b) street cleaning. Both are the responsibility of the local sanitary authority but street cleaning is often done on behalf of that authority by the highway authority, where the two are not the same ; in that case, refuse collection is frequently supervised by the sanitary inspector. We understand that this is the case under some 700 local authorities. Where, as in a County Borough, the sanitary authority and highway authority are the same, refuse collection and street cleaning are usually combined, either under the department responsible for highways or under a separate department in charge of a director of cleansing ; in either of these cases the sanitary inspector is not concerned with either duty unless, as sometimes happens, he holds a separate appointment as director of cleansing. When this work is done by the sanitary inspector, he requires for its proper execution not only a familiarity with the health aspects of the matter but also an understanding of the special machinery used and ability to take executive charge of the labour force. Since the work is largely supervisory it is unlikely to be divided among all the sanitary inspectors where several are employed ; the figure of 2,795 inspectors who have replied that they give no time to it is accordingly not inconsistent with this responsibility being to a substantial extent in the hands of sanitary inspectors.

TABLE 16
CLEANSING

Percentage of Time given to these Duties A	Number of Sanitary Inspectors giving each percentage B	Column B expressed as a percentage of the total number of Sanitary Inspectors answering the question C
Nil	2,795	63·4
Under 1 per cent.	254	5·8
1 per cent. to 4 per cent.	562	12·8
5 per cent. to 9 per cent.	411	9·3
10 per cent. to 25 per cent.	327	7·4
Over 25 per cent.	58	1·3

Rodent and other Infestations

56. The sanitary inspector is normally the authorised officer under Part I of the Prevention of Damage by Pests Act, 1949. This Act replaced the Rats and Mice (Destruction) Act, 1919, referred to in the Sanitary Officers (Outside London) Regulations. The duties include the organisation of systematic inspection of all premises and sewers likely to be infested by rodents and of measures for their destruction. Much of the routine work is done by rodent operatives, acting under the sanitary inspector's direction. Systematic campaigns are organised to clear tracts of land, buildings, and sewers from rats and mice, and measures are taken to render certain buildings rat proof. Insect infestations form a separate branch of this work, calling for expert knowledge of the various insects concerned. The early sanitary inspectors were much concerned with the disinfestation of dwelling houses and clothing from fleas, flies, lice and bed bugs, and this work still continues. Operations under the Prevention of Damage by Pests Act are directed rather to the protection of foodstuffs and involve active measures

in flour mills and bakehouses. Work at large establishments is usually supervised by entomologists employed by the central government but where food infestations are concerned there is an overlap with powers under the Food and Drugs Acts. In practice the smaller establishments are looked after by sanitary inspectors. The Prevention of Damage by Pests Act permits the delegation by the Ministry of Agriculture and Fisheries of powers in respect of infestations to local authorities but so far this has not been done.

TABLE 17
INFESTATIONS

Percentage of Time given to this Duty A	Number of Sanitary Inspectors giving each percentage B	Column B expressed as a percentage of the total number of Sanitary Inspectors answering the question C
Nil	1,340	30·4
Under 1 per cent.	558	12·7
1 per cent. to 2 per cent.	1,025	23·3
3 per cent. to 4 per cent.	931	21·1
5 per cent. to 9 per cent.	405	9·2
10 per cent. to 49 per cent.	126	2·9
50 per cent. to 90 per cent.	12	0·3
Over 90 per cent.	10	0·2

Inspection of Noxious or Offensive Trades

57. Noxious and offensive trades include a number of industrial processes carried out in premises ranging from large industrial factories to small village establishments. They are regulated by bye-laws, and the inspector needs to be familiar not only with the law and procedure applicable but also with the elements of the trade process concerned so that he can advise the manufacturers how to continue the process without causing offence.

TABLE 18
OFFENSIVE TRADES

Percentage of Time given to this Duty A	Number of Sanitary Inspectors giving each percentage B	Column B expressed as a percentage of the total number of Sanitary Inspectors answering the question C
Nil	2,806	63·7
Under 5 per cent.	1,580	35·9
5 per cent. to 25 per cent.	15	0·3
Over 25 per cent.	3	0·1

Smoke Abatement

58. Smoke Abatement, or atmospheric pollution, is a subject to which increasing attention is being given. Regulations have been made to prevent the damage to health and amenity caused by the emission of large quantities of black smoke or other fumes, and originally the sanitary inspector's function was the purely police one of watching factory chimneys, noting the times when black smoke was being emitted and giving evidence in the ensuing legal proceedings. These "police" functions have now been supplemented, and to some extent replaced, as in other branches of sanitary inspection, by education and advice. The sanitary inspector who has specialised in

smoke no longer limits himself to watching chimneys ; he goes indoors, inspects the furnaces and should be capable of advising the industrialist on the measures, often very costly, which can be taken to avoid polluting the atmosphere. At the same time the work has in practice widened and now includes the control of other harmful fumes besides straightforward smoke. While the most conspicuous evils aimed at in smoke abatement may be the dirt and loss of sunlight occasioned by a pall of dark smoke, it is also the case that in areas such as London which are subject to fog, the admixture of noxious fumes with natural fog may produce a mixture directly damaging to the organs of those who must breathe it. The lethal qualities of a London fog were demonstrated on a dramatic scale in December, 1952.

59. A number of towns have local Act powers which go further in the control of smoke than the general law of the land. Some of these Acts require prior approval to be given for the installation of new plant, and where this is the case the sanitary inspector may be the officer responsible for examining the plans, though some local authorities look to outside experts and one large county borough has a staff of smoke inspectors who are not sanitary inspectors. Another recent development under a few Local Acts is the "Smokeless Zone". These make it necessary to survey and demarcate a portion of a town in which it is practicable to impose a complete prohibition of any visible smoke whatever. Smoke and fumes are not limited to factories but are also emitted from open coal fires in private houses. Here there is no question of enforcement by prosecution except in the case of a smokeless zone, but the inspector can do something to ease the situation by education and by influencing the type of heating to be fitted in new houses. It is clear that the full duties which may be performed by a sanitary inspector in relation to atmospheric pollution call for a high degree of technical knowledge and there is a special examination in smoke which many sanitary inspectors take*. While this work is more extensive in large industrial towns it cannot be ignored in rural districts especially in view of the modern tendency to disperse industry. Even where a factory situated in the country uses electrical power, and therefore produces no smoke from steam-raising boilers, it often happens that the industrial process itself may lead to objectionable fumes which need to be controlled.

TABLE 19
SMOKE ABATEMENT

Percentage of Time given to this Duty A	Number of Sanitary Inspectors giving each percentage B	Column B expressed as a percentage of the total number of Sanitary Inspectors answering the question C
Nil	2,512	57·0
Under 1 per cent.	960	21·8
1 per cent. to 2 per cent.	630	14·3
3 per cent. to 4 per cent.	206	4·7
5 per cent. to 9 per cent.	54	1·2
10 per cent. to 50 per cent.	29	0·6
Over 50 per cent.	16	0·4

Health Education

60. Almost all the separate items of a sanitary inspector's work have their health education aspects, inasmuch as it has increasingly become the practice to work by persuasion and explanation rather than by immediate legal action. Health education as a separate function connotes rather the

* See paragraph 236.

work undertaken by many sanitary inspectors, in the shape of public lectures, and the organisation of campaigns and of clean food guilds and the like, to inculcate in the public and traders healthy habits going beyond what is required by law. This is a new development and is not yet practised as widely as many sanitary inspectors and medical officers consider desirable. The following table relates only to educational activities in this restricted sense and does not include the time spent on the peaceful persuasion of individuals.

TABLE 20
HEALTH EDUCATION

Percentage of Time given to this Duty A	Number of Sanitary Inspectors giving each percentage B	Column B expressed as a percentage of the total number of Sanitary Inspectors answering the question C
Nil /	3,327	75·5
Under 1 per cent.	501	11·4
1 per cent. to 2 per cent.	363	8·2
3 per cent. to 4 per cent.	168	3·8
5 per cent. to 25 per cent.	43	1·0
Over 25 per cent.	3	0·1

General Inspection of the District

61. “General inspection of the district” corresponds roughly to the work implied in the old title “Inspector of Nuisances” and comprises inspection for the residue of unhealthy or unpleasant conditions not included in any of the more specific categories dealt with in other paragraphs. The types of nuisance that might be noted for abatement include: offensive rubbish tips, insanitary baths and bathing places, stagnant pools, houses kept in such a filthy state as to be dangerous or offensive to others besides the occupants, defective water-closets, offensive ditches or stables, and in general anything dangerous to health not coming within the other categories. As in the case of other inspections, the sanitary inspector’s attention will often be drawn to nuisances of these types by complaint, but it is also his duty to look for them himself and to acquire a general familiarity with the sanitary circumstances of his district. On discovering a nuisance or defect he must report and record it and endeavour to procure its abatement by informal explanation or persuasion; failing this, he must obtain the authority of his council to initiate whatever measures may in the particular circumstances be provided by law for its abatement. In some circumstances these will take the form of legal proceedings against the person responsible, in other cases, after due notice to abate or remove the nuisance, the sanitary inspector, on behalf of the council will proceed to put the necessary work in hand, and subsequent legal action may be taken to recover the cost. In certain circumstances of an urgent nature the work of removal may be put in hand without formal notice. In all cases the normal course is to seek to obtain abatement by consent before starting to exercise statutory powers; often the person responsible for the nuisance is fully prepared to do whatever may be necessary and only requires helpful advice as to the best way to set about it. Whether the work is done by the person responsible or by the council, the duty of supervising it falls upon the sanitary inspector and he needs to be familiar with the relevant statutory provisions and to make no mistake as to his powers or the correct method of exercising them. There is no single code of practice. The Public Health Act alone contains

three distinct codes and variants appear in a large number of other Acts. It often happens that a particular state of affairs, is covered by several overlapping enactments and it is a matter calling for judgment and experience to decide which would be the most effective procedure.

TABLE 21
GENERAL INSPECTION

Percentage of Time given to this Duty A	Number of Sanitary Inspectors giving each percentage B	Column B expressed as a percentage of the total number of Sanitary Inspectors answering the question C
Nil	1,018	23·1
Under 5 per cent.	1,178	26·7
5 per cent. to 9 per cent.	981	22·3
10 per cent. to 24 per cent.	952	21·6
25 per cent. to 50 per cent.	246	5·6
Over 50 per cent.	31	0·7

Other Duties of a Sanitary Inspector (excluding Port Duties)

62. This final category includes a number of special functions which, while they may assume great importance in the work of a few inspectors, are not, to sanitary inspectors in general, of equal importance to those duties which have been dealt with separately above. They include: inspection of the structure and state of repair of nursing homes, inspection of common lodging houses, inspection of swimming baths, registration of premises and sampling of filling materials under the Rag Flock legislation, reports on the living conditions of infirm and incapacitated persons for the purposes of the National Assistance Acts, supervision of the fumigation of mills and warehouses, inspection of the cleanliness of places of entertainment, work places and hairdressing establishments, and duties under the Diseases of Animals Acts, and the Pet Animals Act.

TABLE 22
OTHER DUTIES

Percentage of Time given to these Duties A	Number of Sanitary Inspectors giving each percentage B	Column B expressed as a percentage of the total number of Sanitary Inspectors answering the question C
Nil	1,975	45·0
Under 1 per cent.	325	7·4
1 per cent. to 4 per cent.	1,271	29·0
5 per cent. to 24 per cent.	762	17·4
25 per cent. to 90 per cent.	50	1·1
Over 90 per cent.	4	0·1

Administration and Supervision

63. Administering and supervising the work of other sanitary inspectors is a function performed by chief and senior sanitary inspectors and also, under larger authorities, by deputy chiefs and inspectors appointed to supervise certain branches of the work, for example food inspection, or in some cases to take charge of a geographical division of the authority's area. Of the 1,152 inspectors whose answer indicates that they do any work of this kind, 163 devote over 90 per cent. of their time to it and are thus in effect

pure administrators. 119 give between 50 and 90 per cent. of their time and 183 give between 25 and 49 per cent. The last no doubt represent the chief inspector who also gets around the district a little himself or undertakes some special subject such as atmospheric pollution. The 465 inspectors so far considered may be compared with the 463 who, in answer to another question, return their designation as "Chief Sanitary Inspector". Chief or Senior Sanitary Inspectors working with a smaller staff and doing more of the work themselves are represented by the 422 who spend 5 per cent. to 24 per cent. of their time on supervision and the remaining 265 who give less than 5 per cent. to such duties. The status of these latter officers *vis-à-vis* their colleagues is no doubt that of *primus inter pares*. A typical example would be the senior of two sanitary inspectors employed by a small authority or the senior of three "food inspectors" (i.e. sanitary inspectors specialised in food) employed by a large authority. We shall have more to say about chief and senior sanitary inspectors in the next part of this chapter, which deals with the organisation of the work. The sanitary inspector is much concerned with committees. In some cases all matters relating to sanitary inspection are put to the Public Health Committee by the Medical Officer of Health in the first instance, who may call upon the Chief Sanitary Inspector or another sanitary inspector to report to the Council in person when the occasion is thought to warrant it. In other cases, which we believe to be the majority though we have no statistics, the Chief Sanitary Inspector is normally present at Committee meetings with the Medical Officer of Health and reports direct on matters within his own competence. In cases where the Medical Officer holds more than one appointment it sometimes happens that the sanitary inspector is in more regular attendance upon the Committee than the Medical Officer. It may be taken that appearances before the Committee and the preparation of business for its consideration provide a substantial amount of the work of a Chief Sanitary Inspector.

TABLE 23
ADMINISTRATION

Percentage of Time given to this Duty A	Number of Sanitary Inspectors giving each percentage B	Column B expressed as a percentage of the total number of Sanitary Inspectors answering the question C
Nil	3,240	73·8
Under 5 per cent.	265	6·0
5 per cent. to 24 per cent.	422	9·6
25 per cent. to 49 per cent.	183	4·2
50 per cent. to 90 per cent.	119	2·7
Over 90 per cent.	163	3·7

General Observations

64. The figures quoted in previous paragraphs have been compiled, as shown, in groups of percentages and in numbers of sanitary inspectors whose individual answers fall within each group. The table below has been derived from these by approximate calculation to show the percentage of time spent by sanitary inspectors as a whole on each duty. It does not claim great accuracy but we believe it gives a useful impression of the amount of time spent on each duty by the whole body of inspectors. The tables in preceding paragraphs have indicated the wide extent to which many individual inspectors depart from the average.

TABLE 24

TIME SPENT ON DUTIES BY SANITARY INSPECTORS AS A WHOLE

Duties A	Percentage of Time spent on the Duties	
	By all Inspectors B	By Inspectors who have no administrative or supervisory duties C
Administrative and Supervisory	9.1	—
Duties connected with the Public Health aspects of Buildings and Canal Boats:		
Inspection of Dwellings... ..	24.5	} 41.3
,, of Drainage	6.1	
,, of Moveable Dwellings	1.5	
,, of Canal Boats	0.1	
,, of Shops	2.1	
,, of Factories	3.3	
Duties connected with the Public Health aspects of Food:		
Inspection of Meat	7.4	} 26.3
,, of Fish	1.1	
,, of Other Foods	2.5	
Milk Regulations work	2.0	
Sampling under Food and Drugs Acts	2.2	
Inspection of Food Premises	8.7	} 2.5
Inspection of Water Supply	2.3	
Infectious Diseases work	—	} 3.7
Investigation and Removal	2.4	
Disinfection of Premises	0.9	
Scavenging, Cleansing and Refuse Removal	3.0	3.3
Control of Rodents and other Infestation	3.2	3.5
Inspection of Offensive Trades	0.7	0.8
Smoke Abatement	1.3	1.4
Health Education	0.6	0.7
General Inspection	9.1	10.1
Port Health Duties	3.4	3.7
Other Duties	2.5	2.7
	100.0	100.0

65. The table is perhaps interesting as setting out broadly the relative demands of duties in terms of time. But the time spent on a duty is not a dependable guide to its importance; duties not conspicuous in the table, for instance, smoke abatement, are important and demand much knowledge and technical skill. Administration and supervision occupy about one-eleventh of the total time spent by all inspectors on their duties. This is equivalent to the full-time of about 400 inspectors. There are 163 chief and senior inspectors engaged full time in administration and supervision. The difference of 237 between the two figures is accounted for by the fact that many hundreds of chief, deputy chief and senior inspectors combine administration and supervision with other duties. An inspector having no administrative or supervisory duties, who spends on each other duty the average time spent by inspectors on that duty would occupy his time as shown in column C (the proportions have been calculated by increasing the percentages in column B, other than for administration and supervision, by about one-tenth).

66. Inspection of dwelling-houses, shops, factories and drains, and inspection of food and of premises kept for the preparation or sale of food, stand out as taking up 41 per cent. and 26 per cent.—together nearly 70 per cent. of the time of a “typical” inspector who is not a supervisor. General inspection of his district takes 10 per cent., and all other duties 20 per cent. of his time.

67. There are several reasons why no inspector corresponds exactly to our supposed “typical” inspector. One reason is that many inspectors specialise in one subject. About 540 inspectors, being approximately one in eight, are specialised in the sense of the definition used by us, i.e., where an inspector’s duty in connection with one of the subjects or groups mentioned is intended to be permanently the main part of his job and to be performed by him in parts of the authority’s area where other subjects are dealt with by other inspectors; a secondary part of his job may or may not be the performance of general duties over a limited area. A chief or sole sanitary inspector can never be regarded as specialised in this sense nor should any sanitary inspector merely because temporarily and in rotation with other sanitary inspectors, he concentrates on certain functions.” The specialists include 313 in meat and other food inspection, 115 in housing, 45 in disinfection, 39 in factory inspection, 25 in smoke abatement and three in health education. Also many other inspectors concentrate on certain subjects without having been appointed specialists. There are inspectors who give at least half-time to one or other of all the subjects listed by us except movable dwellings, milk and disinfection. Other reasons are that inspectors’ districts vary widely in character (e.g., from rural to urban, residential to industrial), and that in many areas no duties arise under particular headings.

Part 3—Organisation and Conditions of Service

Size of Staff

68. Authorities employing sanitary inspectors range from large county borough councils to small urban and rural district councils, and the number of inspectors employed by them ranges from one part-time officer to a staff of over a hundred. It is not therefore surprising that very different forms of organisation are encountered over this large and varied field. Table 25 below indicates the establishment of sanitary inspectors maintained by local authorities (excluding port health authorities) of the several types mentioned.

69. About one-half (700) of the local authorities employ from two to five inspectors each; between them they employ 1,835 inspectors, i.e., nearly one-half of all inspectors. Next come the 81 authorities employing from six to 10 inspectors each (who between them employ 562 inspectors) and the 21 large authorities employing over 20 inspectors each (who between them employ 680 inspectors). A sanitary inspector chosen at random is likely to be found in the service of an authority employing a staff of from two to 10, since more than one half of all inspectors are on staffs in that range. Failing that, he is more likely to be in a larger staff than to be a sole inspector.

Larger Authorities

70. We deal first with authorities with the larger staffs as it is here that the more elaborate forms of organisation are possible. Our investigations have disclosed wide differences of organisation existing even between authorities of similar size and type. These may be divided for our purpose

TABLE 25
SIZE OF STAFF

Type of Authority	Number of authorities whose total establishment of Sanitary Inspectors is							Total number submitting return
	Nil	Less than 1*	1†	2-5	6-10	11-15	16-20	21 and over
County Borough...	—	—	—	4	34	18	9	15
Non-County Borough ...	—	1	75	170	35	3	1	—
Metropolitan Borough ...	—	—	—	1	5	8	9	6
Urban District ...	—	11	270	225	4	1	—	—
Rural District ...	—	14	105	300	3	—	—	—
Number of sanitary inspectors employed in establishments of the size shown in the headings of columns ...	—	13	450	1,835	562	357	323	680

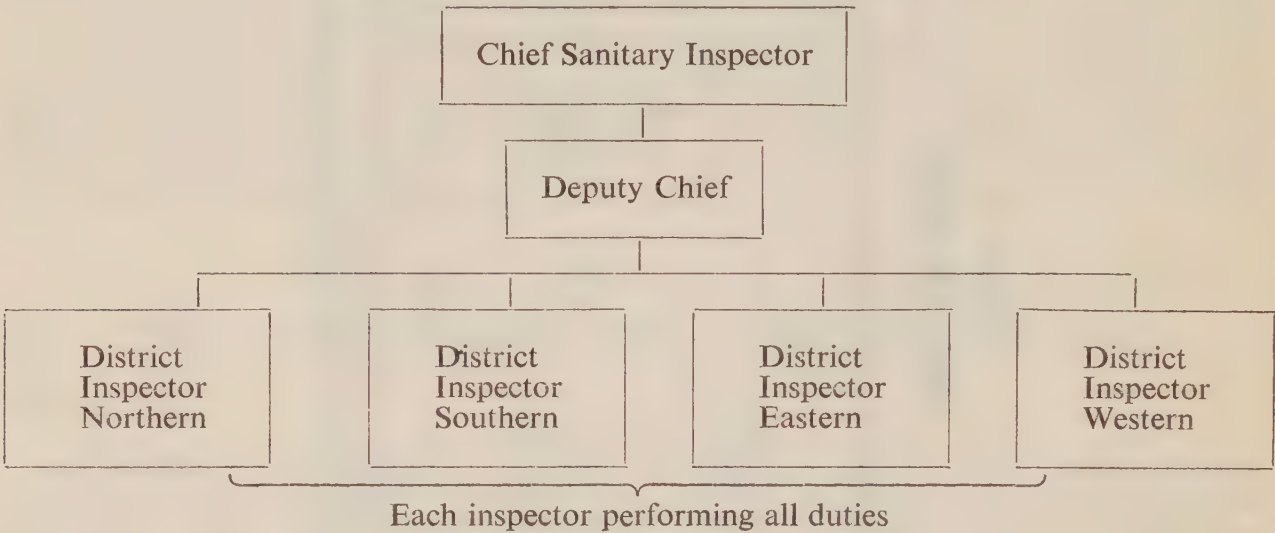
* Inspectors shared with other authorities.

† Including inspectors who hold another office with the same authority.

into three main types of organisation, the geographical, the functional and the mixed.

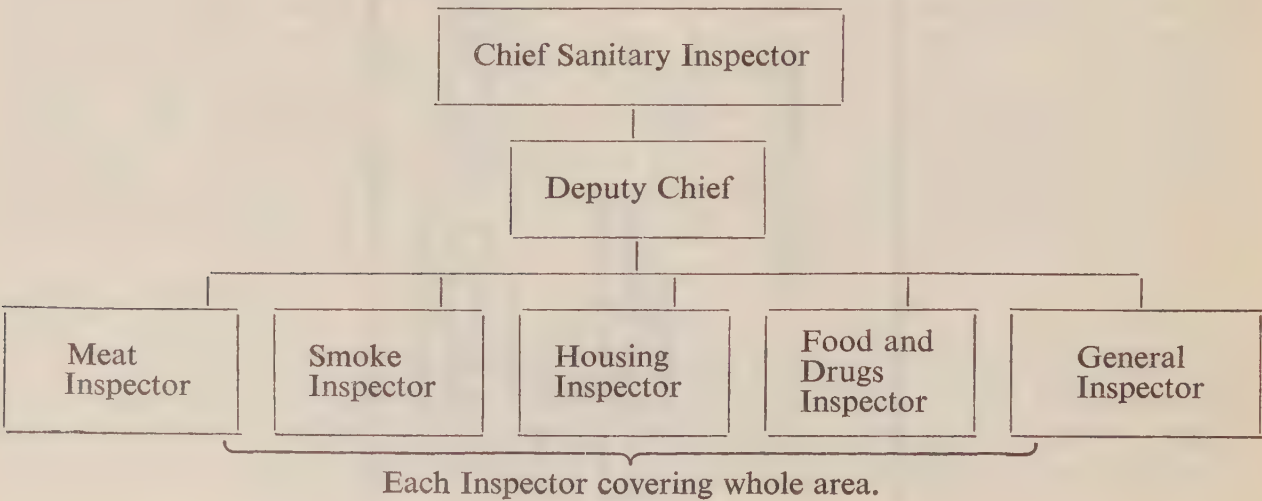
71. In the typical geographical organisation there is a Chief Sanitary Inspector, a Deputy Chief Sanitary Inspector and under them a number of District Sanitary Inspectors, each of the last named being responsible for all the duties of a sanitary inspector within one geographical division of the authority's area. Where the area includes a slaughterhouse, the work there is done by each of the district inspectors in turn in accordance with a rota. This system appears to be popular among inspectors, as the District Sanitary Inspector has a varied job with full responsibility for his own territory. Variations of this system include cases where there is no Deputy Chief, or where the deputy is responsible for a district and the officer concerned has few administrative or supervisory duties except during the absence of the Chief. In some cases the Chief himself has a district. Under large authorities there is sometimes an additional grade of "Senior Sanitary Inspector" coming between the Deputy and district men, each Senior being responsible for the supervision of several district inspectors.

TABLE 26
GEOGRAPHICAL ORGANISATION



72. In a functional system there would be a Chief and a Deputy at the top and under them a number of specialised sanitary inspectors, each responsible for one subject over the whole of the authority's area. There

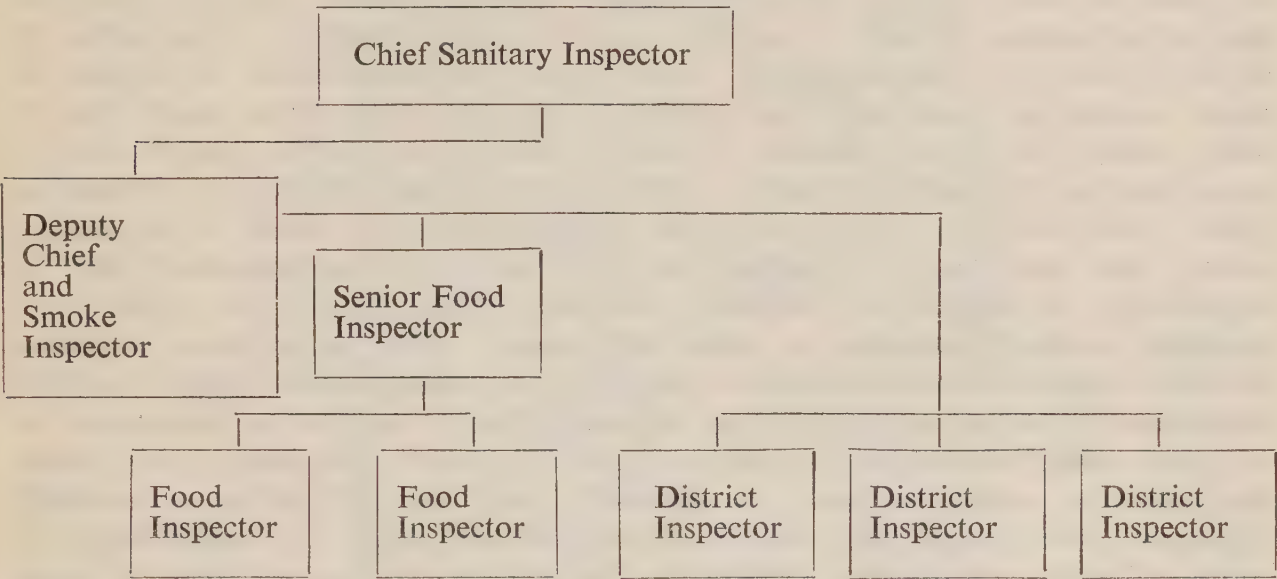
TABLE 27
FUNCTIONAL ORGANISATION



might for instance be a specialist inspector responsible for the slaughterhouse, and others respectively for food and drugs, factories, smoke, housing, lodging-houses etc. We have not encountered an example of a purely functional organisation ; in the cases we have met where the system is predominantly functional there have always been a few district inspectors carrying out residual functions. Variants include cases where the Deputy, and sometimes the Chief, undertakes one of the specialist jobs. The functional system produces inspectors more competent in each detail of the work but less familiar with the whole range of duties. In a few cases functional responsibilities are undertaken in rotation. This would appear to be less narrowing to the inspectors but to give them less sense of continuing responsibility.

73. In a mixed system, most of the subjects are covered by district inspectors, but two or three specialists may relieve them of certain subjects, for example, slaughterhouses, smoke, and food hygiene. We believe it to be the commonest organisation and to be well liked by inspectors. A variation, which perhaps amounts to a separate type of organisation, is the case where each inspector is responsible for a special subject over the whole area and also for residuary or “district” functions in a limited part of the area.

TABLE 28
MIXED ORGANISATION



74. In all the above systems the Chief Sanitary Inspector works under the general direction of the Medical Officer of Health but usually enjoys a large measure of autonomy in the organisation of the inspectorate and the presentation of reports to the authority. In one or two cases, however, we have found that there is no hierarchy among the sanitary inspectors, each of them reporting on an equal footing directly to the Medical Officer of Health. Under one of the largest authorities the inspectorate is divided into three sections under a “Chief Food Inspector”, a “Chief Smoke Inspector” and a “Chief Sanitary Inspector”, the last named supervising all functions not concerned with food or smoke ; and the only link between the three sections is the Medical Officer of Health.

Smaller Authorities

75. Under the smaller authorities there is obviously little or no scope for whole-time specialisation. Where there are three or four inspectors one is usually appointed “Chief” or “Senior” but his work does not differ greatly from that of his juniors and only a little time is spent on supervisory duties, though he may give more time than the others to court and committee work.

The work is usually divided on a district basis and not infrequently one inspector, often the chief, combines a special subject with general district work. In some small areas two or three sanitary inspectors divide the territory and work in complete independence of each other ; in such a case one of the inspectors usually bears the title " Senior Sanitary Inspector " but sometimes exercises no special responsibility in virtue of it.* In some other small areas the alternative plan is adopted of dividing the duties on a functional basis, one inspector, for example, doing all the housing and food work and another doing all other duties in the same area. Concentration on such large groups of functions hardly amounts to specialisation as usually understood.

76. It will be noted that the title " Senior Sanitary Inspector " is ambiguous, being used in practice in two different senses. Usually it is a synonym for " Chief Sanitary Inspector " and implies either actual supervisory authority over the others or at least an honorary primacy. In other cases, however, it denotes an intermediate rank, below the Chief Sanitary Inspector, and carries a subordinate supervisory power over a limited field.

Joint Appointments

77. In 476 small places there is only one sanitary inspector and in many of these the same officer also holds other appointments. A very frequent joint appointment is that of sanitary inspector and surveyor. The duties of the two posts are not unrelated, both having responsibilities in respect of water, drainage, plumbing and building. In the case of a small district whose council does not exercise highway powers, no special qualification is prescribed for the post of surveyor, whereas the authority forfeits a substantial grant if the Sanitary inspector is not a qualified man. Such an authority, taking the view that the appointment of two separate qualified men is unnecessary or beyond its financial resources, often decides to appoint one qualified sanitary inspector to hold both posts. This arrangement appears to work reasonably well in many cases but our investigations suggest that not infrequently the surveying work in practice absorbs an undue proportion of the joint officer's time and sanitary inspection is not adequately performed. An authority complies with its statutory duty by appointing a sanitary inspector, even though his time is almost entirely spent on supervising the laying of water mains and managing the sewage works and little or none is left for the inspection of houses or food. In many cases other appointments are added to those of sanitary inspector and surveyor.

78. The following tables show the other appointments held by sanitary inspectors who answered our questionnaire, and the time given to them.

* We comment below in paragraph 90 on certain unfortunate results which may flow from this arrangement.

TABLE 29
SANITARY INSPECTORS HOLDING OTHER APPOINTMENTS

Type of Authority	Number of inspectors who also hold appointments as:										Number of inspectors holding no other appointment
	Surveyor 2.	Shops Act Inspector 3.	Cleansing Supt.* 4.	Petroleum and/or Explosives Inspector 5.	Housing Manager 6.	Water-works Manager 7.	Sewage Works Manager 8.	Architect 9.	Engineer 10.	Other 11.	
1.											
County Borough ...	—	201	8	3	—	—	—	—	—	163	966
Non-County Borough	55	338	69	177	35	30	35	9	30	223	388
Metropolitan Borough	—	—	—	—	—	—	—	—	—	25	408
Urban District ...	149	250	175	276	109	74	94	28	74	226	294
Rural District ...	237	96	94	341	104	102	130	19	47	148	365
Totals ...	441	885	346	797	248	206	259	56	151	785	2,519

* Designated as such.

TABLE 30
TIME SPENT ON OTHER APPOINTMENTS

Type of Authority		Number of inspectors who spend time on duties other than those of a sanitary inspector, showing the proportion of their time so spent								
		Nil	5 per cent. or less 3.	Over 5 per cent. and up to 10 per cent. 4.	Over 10 per cent. and up to 15 per cent. 5.	Over 15 per cent. and up to 20 per cent. 6.	Over 20 per cent. and up to 33½ per cent. 7.	Over 33½ per cent. and up to 50 per cent. 8.	Over 50 per cent. and up to 75 per cent. 9.	Over 75 per cent. 10.
1.										
County Borough	...	964	196	45	8	16	17	13	—	3
Non-County Borough	...	383	286	99	13	21	24	27	19	5
Metropolitan Borough	...	385	26	11	3	5	2	—	1	—
Urban District	...	278	232	88	35	31	54	75	56	10
Rural District	...	316	153	66	45	58	69	96	49	7
Totals	...	2,326	893	309	104	131	166	211	125	25

79. We think it possible that the percentages in Table 30 are underestimated. Where an officer combines the grant-aided post of sanitary inspector with other posts attracting no grant, it is necessary for his Council to apportion his remuneration so that grant shall only be paid in respect of those parts of his work to which it is applicable. The division ought to correspond to the actual proportion of his time given to the various duties, but this is not always an easy matter to estimate with any accuracy, and we cannot blind ourselves to the powerful incentive an authority has to make the most, on paper, of the grant-aided side of the officer's work. It is possible that in answering our questionnaire some inspectors may have adopted the figures previously formulated by their employing authorities for this purpose, and if this is so, that the devotion of a large share of his time by a joint officer to work outside sanitary inspection may be more common than the table suggests. Our field investigations lend support to this view.

80. In a borough of some 3,000 population which was visited, the sanitary inspector was also Engineer and Surveyor, Chief Financial Officer, Chief Rating Officer, Assistant Town Clerk and Car Park Superintendent. This composite officer's own estimate to our visiting members was that $21\frac{1}{2}$ per cent. of his time was given to sanitary inspection. Under a more substantial authority, a rural district of something over 10,000 population, the single sanitary inspector, among many other appointments, held those of architect for 230 council houses and rent collector; it was difficult to obtain details of the way the work was done under this régime as the annual reports contained no statistics, but it was stated that on average one complaint was dealt with per week and that no abatement notices under the Public Health Act had been served during the past year.

81. Small authorities have been faced with a similar problem in the appointment of medical officers of health but have usually solved the two problems in completely different ways. Here again each small authority is required to appoint a qualified officer for whom they may have insufficient work and insufficient money. In the past both medical officers and sanitary inspectors have been appointed on a part-time basis, the time not given to the council being spent by the medical officer in attending to a private medical practice and by the sanitary inspector in private building work. Part-time private work is open to objection, and has now, in the case of sanitary inspectors, been eliminated by the expedient described above of giving them other appointments under the same council. In the case of medical officers, however, the solution adopted, when private practice has been ruled out, has usually been for a number of separate local authorities to combine in the appointment of a single medical officer, or alternatively for the medical officer of health of a county district to be also employed part-time by the county council.* The officer so appointed gives his whole time to the duties of a medical officer but not all to one council, as opposed to the sanitary inspector who gives his whole time to one authority, but not all to sanitary inspection. Pending the establishment of more powerful units of local government, there is something to be said for either system, but

* One of the objects of the Local Government Act, 1929, was to bring to an end the system of Medical Officers of Health also engaging in private practice. The relevant provisions are now reproduced in Section 111 of the Public Health Act, 1936. Great impetus has been given to the process by the increased number of medical posts which have arisen in the service of county councils under the National Health Service. A combination of county and district work often proves easier to arrange than a union of districts.

the combination of the two within a single public health department appears to involve much inconvenience. The medical officer is the head of a department in which the sanitary inspector is a responsible officer, but where the medical officer gives most of his time to other authorities with which the sanitary inspector is not concerned, and the sanitary inspector spends much of his time on functions for which he bears no responsibility to the medical officer, the relationship must often call for a high degree of tact and understanding. In a few cases we have found sanitary inspectors appointed in the same way as medical officers, i.e. doing no other kind of work but doing sanitary inspection for several neighbouring authorities, and we believe that this system has much to recommend it.

Number of Sanitary Inspectors

82. We have referred above to the varying numbers of sanitary inspectors employed by different authorities but have not considered the factors, other than the population of the district, which influence such variations. This we now propose to do. At the time of our investigation there were reported to us 4,580† established posts for sanitary inspectors in England and Wales ; assuming a population of 41,876,177* this works out approximately at one sanitary inspector per 9,000 inhabitants. Only 501 authorities, however, had an establishment ratio within 3,000 of this average figure ; 182 had between 3,000 and 6,000 more population per sanitary inspector and 69 had over 6,000 more ; 442 had between 3,000 and 6,000 less population per sanitary inspector, and 133 had over 6,000 less.

83. Our field visits made it clear that many factors besides population affect the number of sanitary inspectors required to perform an authority's work satisfactorily. An area containing much old slum property will obviously provide more work than one of the same size consisting mainly of modern residential development, and while a scattered rural area may provide fewer tasks than a town, they will take longer to do because of the time spent in travelling from one to another. Considerations such as these make it impossible to lay down any ideal proportion of sanitary inspectors to population which will fit most cases. Our field investigations did not suggest, however, that the wide variations in establishment correspond altogether to these differing factors of need. In many cases the impression was gained that an area was under-staffed and that the work was being performed to a much lower standard than in similar places where a greater number of inspectors were employed or, in the case of single inspector districts, where the inspector had fewer extraneous duties. We did not find any cases where the staffing appeared to be excessive. The figures quoted in paragraph 82 above of places having a relatively small population per sanitary inspector are mainly accounted for by districts of less than 9,000 inhabitants which have one officer combining the duties of sanitary inspector with many other duties. In such cases it would perhaps have been more in accord with statistical purity for the number of sanitary inspectors to have been given as less than one. It has indeed been the case in a number of places visited, where an officer holding several appointments serves a very small population, that sanitary inspection proper receives less attention than in larger places where the statistics show a greater population per inspector.

* The figure is the sum of the estimates of their population given in 1951 by the authorities who answered our questionnaire.

† Excluding posts under Port Health Authorities.

Seasonal Resorts

84. A case raising special staffing problems is the seaside or other resort whose permanent resident population is more than doubled in the holiday season. The staff of sanitary inspectors sufficient for the off-season work and population in such places often finds great difficulty in coping with the annual influx of holiday makers. Inspectors from these places have informed us that the weight of work increases more than proportionately to the rise of population. Not only are holiday makers apt to be care-free in their habits, but their arrival is accompanied by an influx of temporary workers in hotels and food premises, and of independent traders, none of whom is susceptible to the processes of gradual education and persuasion that are so effective in the case of resident workers and traders. The inspectors do the best they can by concentrating on the urgent problems presented by the visitors and temporary workers and leaving all routine and housing work for the off-season. Even so, it is said, the burden often proves excessive, and essential inspection is not always carried out to the standard the officers concerned would wish to see. The view has been expressed by them that the establishment adopted by authorities having an important seasonal problem should not be mainly related to the permanent population but should have more regard to the population in the high season.

Concentrated Slaughtering

85. Another special factor affecting some authorities is the presence within their area of one of the concentrated slaughterhouses referred to in Part II of this chapter. A large town can, perhaps, take such an installation in its stride, but where a slaughterhouse serving an extensive rural area is situated in a small or medium sized market town, it is often impossible to do the work properly without increasing the staff beyond the number that would be required if regard were had only to the needs of the local inhabitants.

Security of Tenure and Central Control

86. One of the features which distinguish a sanitary inspector from many other local government officers is that his engagement and dismissal are not entirely at the discretion of the employing authority. Section 110 of the Local Government Act, 1933, provides that

“(1) The following officers, that is to say—

(a)

(b) a sanitary inspector of a county borough or county district to whom this section applies . . . shall not be appointed for a limited time only, and shall not be dismissed except by the council of the borough or district with the consent of the Minister, or by the Minister.”

87. The section continues with a curious limitation on the foregoing provision—

“(2) This section applies—

(a) to . . . a sanitary inspector of a county borough to the council of which, before it was constituted a county borough, there was paid, either out of moneys voted by Parliament, or by the county council, a portion of the salary . . . of the sanitary inspector of the borough;

and

(b) to . . . a sanitary inspector of a county district in respect of whose salary a payment is made by the county council. . . .”

88. The effect of (a) in the case of county boroughs is to limit the security of tenure conferred by section 110 (1) to the officers of some 35 authorities, including some of the largest. These are set out in the Schedule to Ministry of Health Circular 1505 of November, 1935, which is repeated in this Report

as Appendix IV. In the remaining 48 county boroughs, for purely historical reasons, security of tenure is not enjoyed. The effect of (b) is somewhat different. In this case there is no fixed list of authorities under whom security is enjoyed. The criterion is the actual present-day receipt of a payment from the county council and this in its turn depends, under section 109, upon compliance by the employing authority with the provisions of section 110, and of the regulations made by the Minister of Health under section 108 (1).

The latter provides that:—

“ The Minister may by regulations prescribe—

(b) the mode of appointment and terms as to salary . . . and tenure of office of sanitary inspectors of boroughs, urban and rural districts and the qualifications and duties of such sanitary inspectors.”

89. Thus security of tenure under section 119 (1) is related indirectly to compliance with the regulations and the effect would appear to be that no such security will be enjoyed where the county council have properly refused payment on the grounds, among others, that:

- (a) the appointment was for a limited period,
- (b) the officer is only part-time in public service,
- (c) the officer is not a qualified sanitary inspector,
- (d) the appointment was not preceded by public advertisement.*

90. Section 110 contains one final limitation in its proviso which reads:—

“ Provided that, where more than one sanitary inspector is appointed for such borough or district as aforesaid, the foregoing provisions of this section shall apply only to such one of the sanitary inspectors of the borough or district as the council may determine to be the senior sanitary inspector.”

Where the senior sanitary inspector is in effect a Chief, and takes responsibility for his junior colleagues' work, security of tenure for him may be all that is required to ensure fearless and impartial administration; where, however, as we have noted is sometimes the case, an authority employs two or three sanitary inspectors working independently, and the rank of “senior” is purely titular, it may well be that the inspector enjoying nominal seniority and actual security will be able to carry out in his part of the district a more effective inspection than his colleagues who cannot shelter behind a departmental chief. Some support for this apprehension was gained in the course of our field visits and we are of opinion that where more than one sanitary inspector is employed it is more satisfactory for one of them to be senior in fact as well as in name, to be in a position, that is, to take responsibility for difficult decisions arising in the areas of his junior colleagues.

91. The sanitary inspector who is not senior is not, however, entirely unprotected. It has been seen that section 108 empowers the Minister of Health to make regulations concerning, among other things, the tenure of office of sanitary inspectors, and this power has been exercised in Article 22 of the Sanitary Officers (Outside London) Regulations, 1935, which provides that—

“ (1) Every sanitary inspector hereafter appointed to whom the provisions of section 110 of the Local Government Act, 1933 . . . do not apply, shall be appointed for a specified term ending on the 31st day of March next following the date of his appointment.

* Payment would, however, be due where compliance with a provision of the regulations had, in a particular case, been formally dispensed with by the Minister of Health.

“(2) Subject to the provisions of these Regulations every sanitary inspector appointed for a specified term shall, on the expiration of that term, unless the local authority not less than three months before the expiration of the term by resolution otherwise determine and give notice to him accordingly, continue to hold office from year to year, subject to the right of the local authority to give not less than three months’ notice expiring on the 31st day of March in any year, until he dies, or resigns, or retires on superannuation, or is removed by the Minister or by the local authority with the consent of the Minister.”

The effect of this is that if a local authority wish to discharge a sanitary inspector, other than the senior, they can do so only,

(a) with the Minister’s consent or,

(b) by giving not less than three months notice expiring on the 31st of March in any year.

The position in London is substantially the same.

92. Security is reinforced by another provision designed to prevent the indirect removal of a sanitary inspector without the Minister’s consent by making conditions impossible for him.*

This provision runs as follows:—

“If a local authority propose to alter the terms of appointment of a [sanitary inspector] of the district and he is unwilling to accept the alteration, he may refer the matter to the Minister, and no alteration shall in that event be made without the Minister’s consent.”

A similar provision applies in London.

93. Regulations made by the Minister of Health under section 108 deal also with the mode of appointment and salaries of sanitary inspectors. Those which were in force until 1951 prescribed that every appointment and alteration of salary must be individually approved by the Minister. The new Regulations made in that year ended Ministerial control over salaries and individual appointments, but the provisions governing the mode of appointment still remain in force and provide, in effect, that before making any appointment an authority shall advertise the vacancy in the press specifying the salary and other conditions of service. This envisages appointment by open competition and such appointments are in fact the most common. It not infrequently happens, however, that an authority wishes to appoint a man who has already been in their service while studying for his qualification, or they may wish to fill a vacancy for Chief Sanitary Inspector by appointing one of their serving sanitary inspectors. In these cases the Minister usually grants a dispensation from the obligation to advertise the vacancy.

94. While the Minister has thus divested himself of detailed control over normal appointments of sanitary inspectors, it happens that the appointment of temporary deputies to a number of local government officers including sanitary inspectors is dealt with together by section 116 of the Local Government Act, 1933, which specifically requires the Minister’s consent to the appointment of a temporary deputy. Hence arises the curious situation that a permanent sanitary inspector may be appointed by a local authority without reference to anyone else but that the appointment of a temporary one requires the Minister’s consent.

* Article 16 of the Sanitary Officers (Outside London) Regulations, 1935, as amended by Regulation 3 of the Sanitary Officers (Outside London) Regulations, 1951, applied to sanitary inspectors by Article 26 as amended by Regulation 5.

Mobility

95. The following tables give some indication of the extent to which sanitary inspectors transfer from the service of one local authority to that of another, either on first becoming qualified or subsequently.

TABLE 31
MOBILITY

Type of Authority now served	Inspectors				
	Number employed by Authorities	whose first appoint- ment was not with authority which employed them before qualification		who have served with more than one type of authority since qualification	
		Number	Per cent. of Col. 2	Number	Per cent. of Col. 2
1	2	3	4	5	6
County Borough ...	1,243	782	62·9	291	23·4
Non-County Borough ...	881	594	67·4	568	64·5
Metropolitan Borough ...	427	292	68·4	165	38·6
Urban District	863	600	69·5	534	61·9
Rural District	869	614	70·7	441	50·7

96. Table 31 shows that between a quarter and a third of sanitary inspectors now serving were first employed by the authority with whom they trained. There appears to be no significant difference in this respect between one type of authority and another. In column 5, however, which is concerned with movements since qualification, it is noticeable that inspectors now employed by county boroughs have been much less often employed by other types of authority than any others and that a similar but less marked stability is shown by those employed by metropolitan boroughs. Table 32 shows a similar tendency for county boroughs to be staffed by sanitary inspectors who were trained in county boroughs. In rural districts also the commonest training ground for inspectors now serving has been authorities of the same type, though in this case county boroughs run a close second. In metropolitan boroughs the position is closer to that in county boroughs. Among non-county boroughs, however, more recruits have been drawn from county boroughs than from the same type of authority and among urban districts the number drawn from county boroughs is almost equal to the number from urban districts. Looking at the table in another way we note that in every case the inspectors who trained with one type of authority are more frequently employed with an authority of the same type than with any other single type, though only in the case of metropolitan boroughs does the number so employed outnumber all other types of authority combined. These tables show that there is considerable movement from one authority to another, but a tendency to remain with the same type of authority.

TABLE 32
MOBILITY IN RELATION TO TRAINING

Type of Authority now served 1.	Number of Sanitary Inspectors who trained with each type of Authority						Total* 9.
	County Borough 2.	Non-County Borough 3.	Metropolitan Borough 4.	Urban District 5.	Rural District 6.	Port Health Authority 7.	Other 8.
County Borough ...	946	218	44	267	158	63	17
Non-County Borough ...	378	337	67	233	114	37	20
Metropolitan Borough ...	104	66	226	71	29	8	23
Urban District ...	352	177	48	365	125	22	24
Rural District ...	305	174	36	231	331	14	24
Totals ...	2,085	972	421	1,167	757	144	108

* Totals are swollen by inclusion of some sanitary inspectors who trained with more than one type of authority.

Clerical Assistance

97. As was shown in the previous part of this chapter, a sanitary inspector's functions involve a good deal of clerical work. In some cases, such as the writing of reports for the council or statements for use in legal proceedings, the actual composition is likely to be the work of the sanitary inspector himself, and only the assistance of a typist will be required ; in other cases, however, such as the preparation of statutory notices, there is room for the assistance of a clerk-typist. The maintenance of records is a matter of the greatest importance in all branches of the work and it is here pre-eminently that clerical assistance can be usefully employed. Under some authorities much of this work is done by sanitary inspectors themselves, but under the majority such clerical assistance is provided as will enable the sanitary inspector to spend most or all of his time on duties than cannot be performed by a less qualified officer. In several places visited by members of the Working Party sanitary inspectors complained that they were prevented from getting about their district adequately by the amount of clerical work they had to do themselves.

98. In a non-county borough of 28,000 population in the South of England there are three sanitary inspectors who divide the work on a functional basis. They share the services of one shorthand typist with the Medical Officer of Health and the Museum Curator, and in addition the County Council is entitled to a third of her time. Much clerical work is in consequence done by the inspectors themselves, particularly the Chief who regularly does it at home in the evening. In a seaside county borough of over 150,000 resident population, the 17 sanitary inspectors employed were assisted by only one full-time clerk plus a quarter of the time of one other ; much of the time of the Deputy Chief Sanitary Inspector was spent on work that a clerk could have done. In a borough of 18,000 population the three sanitary inspectors were assisted only by one clerk-typist who could not take dictation in shorthand ; much of their time was wasted in writing out letters and reports in longhand. The Rural Housing Sub-Committee of the Central Housing Advisory Committee in their Report of 1944* emphasised the need for an adequate number of sanitary inspectors in rural areas and coupled with this a reference to the need for adequate clerical assistance. We discuss in a later chapter the present shortage of sanitary inspectors ; it is evident that this could to some extent be mitigated by better clerical assistance which would enable the existing inspectors to do more of the work for which they are specially qualified. The following tables give some indication of the clerical assistance provided and of the amount of time spent on office work. It will be noted that 62 authorities provide no clerical assistance whatever, and that 635 inspectors spend more than a third of their time in the office.

* The "Hobhouse Report."

TABLE 33
CLERICAL ASSISTANCE

Type of Authority	Number of authorities providing:—						
	Use of Authority's pool of typists 2.	Use of Public Health Department's pool of typists 3.	Typists working for sanitary inspectors alone 4.	Use of the Authority's general clerical staff 5.	Use of Public Health Department's clerical staff 6.	Clerks working for sanitary inspectors alone 7.	Nil 8.
County Borough ...	—	20	42	—	24	61	—
Non-County Borough ...	12	34	54	42	121	107	18
Metropolitan Borough ...	—	—	—	—	26	14	—
Urban District ...	91	33	77	112	136	171	25
Rural District ...	54	36	95	66	135	164	19
Totals ...	157	123	268	220	442	157	62

TABLE 34
OFFICE WORK

Type of Authority	Number of sanitary inspectors working inside the office to the following percentages of their total working time									Total No. Answering
	5 per cent. or less 2.	Over 5 per cent. and up to 10 per cent. 3.	Over 10 per cent. and up to 15 per cent. 4.	Over 15 per cent. and up to 20 per cent. 5.	Over 20 per cent. and up to 25 per cent. 6.	Over 25 per cent. and up to 33½ per cent. 7.	Over 33½ per cent. and up to 50 per cent. 8.	Over 50 per cent. and up to 75 per cent. 9.	Over 75 per cent. 10.	
1.										11.
County Borough ...	61	57	115	173	275	390	100	43	39	1,253
Non-County Borough ...	22	66	101	164	211	152	97	47	15	875
Metropolitan Borough ...	—	19	11	64	132	162	31	4	7	430
Urban District ...	28	91	124	167	150	164	113	18	7	862
Rural District ...	25	104	143	173	168	126	82	27	5	853
Totals ...	136	337	494	741	936	994	423	139	73	4,273

Part 4.—General conclusions as to the nature of Sanitary Inspection as a calling.

99. We have dealt with the law relating to sanitary inspection, with the various individual jobs done by sanitary inspectors and the time spent on each, and with the types of organisation within which the work is carried on. We have pointed out that while some of the inspector's duties are prescribed by Regulations, a great deal is left to the discretion of the employing authorities and that the use in the Regulations of such terms as "within his sphere" or "appropriate to his office" leaves room for wide variations of practice, which in fact occur. Further the fact that an employing authority may or may not be the authority for administering the Acts dealing with Highways, Food and Drugs, Shops etc. necessarily affects the scope of the work of their sanitary staff. All this goes to show that an exact definition of the sphere of sanitary inspection with a view to designing an ideal course of training is not possible; and there is of course the further consideration that the work of an officer concerned with the enforcement of the law is at the mercy of changes in the law. From time to time new duties will arise and old ones disappear or lose their importance, as certain problems are solved, controlled or cease to exist and as standards of basic human needs change.

100. None the less we believe that a fairly clear picture of the character of the office emerges from the replies to the questionnaire and that a picture, of however general a kind, is essential to any reasoned conclusions as to the type of man required and the period and extent of training that he should undergo. We accordingly attempt in the remainder of this chapter to draw such a picture and, so far as possible, to deduce from the existing practice of local authorities the principles upon which they have arrived at their conception of the sanitary inspector's sphere.

101. A sanitary inspector is one of a team of workers engaged in the protection and improvement of the public health. Like a clerk of the peace, a medical officer of health or a police constable he is the holder of a public office. The fact that a man has undergone the prescribed training and passed the prescribed examinations does not make him a sanitary inspector. He becomes one if and only if he is duly appointed to the office and remains one so long as and only so long as he holds the office. In this respect his position differs from that of a doctor, a lawyer, an architect or other professional man who may practise either privately or in the public service; and, as we point out later, this difference has a bearing on the composition of the body responsible for the qualifying training and examinations.

102. Broadly, the function of a sanitary inspector is a regulatory one, that is, he is concerned to secure compliance on the part of the public with certain branches of the law designed to protect the health of the community. We say to "secure compliance" rather than to "enforce", because whilst enforcement by process of law is the ultimate remedy, compliance is in fact increasingly secured by advice, persuasion and education. It follows that the limits of his work at any particular time will be broadly defined by the legislation in force at the time.

103. To this general statement there are, as is to be expected, certain minor exceptions. Some matters relating to the health of large sections of the community are by law or custom the sphere of other public officers. While the sanitary inspector is concerned with unhealthy dwelling-houses, bad

food, sources of general infection, atmospheric pollution and industrial effluvia, he is not concerned with the occupational diseases of industry, that being the sphere of other public officers. Similarly while in shops and factories he deals with matters, such as lavatories and water supply, not peculiar to these premises, he is not concerned with hours of work or dangerous processes, which imperil only the limited class of person engaged in the particular occupation.

104. On the other hand some of the work commonly undertaken by sanitary inspectors does not fall strictly within the broad definition suggested above. Thus the supervision of public cleansing, while having a health object, is not law enforcement but the executive management of a service provided by the local authority. It has however often been considered appropriate to a sanitary inspector, since its efficient performance requires, among other things, knowledge that a sanitary inspector will in any event possess; moreover if the work were not adequately performed the resulting nuisance would lie clearly within the sanitary inspector's regulatory field. Arguments of the latter kind might be carried further and call for the management by the sanitary inspector of sewerage and sewage disposal plant and waterworks. In fact such installations are fairly frequently managed, under small authorities, by officers qualified as sanitary inspectors, but invariably, we believe, in virtue of a separate appointment, and not in their capacity as sanitary inspectors. It may be thought that the connection between public cleansing management and sanitary inspection is wearing rather thin, now that the former is often no longer limited to controlling a group of scavengers but includes responsibility for complex machinery, and an increasing number of authorities have in fact appointed a separate officer for this work. The prevalent view appears to be that the sanitary inspector is essentially an inspector and that managerial functions are outside his proper scope except where they are of such a trifling nature as not to compete with his other work. This is not to say that a man qualified as a sanitary inspector may not make an excellent director of public cleansing or water works manager, but the job of the latter quite definitely and that of the former to a growing extent are regarded as distinct from sanitary inspection.

105. Work at present being done by officers qualified as sanitary inspectors may be regarded as falling within three main classes—

- (i) work which constitutes sanitary inspection and could not so appropriately be done by any other officer;
- (ii) work allied to sanitary inspection which can more conveniently be added to a sanitary inspector's duties than to those of another officer where the appointment of a separate officer is not thought necessary or practicable;
- (iii) work which may be, by way of separate appointment, allotted to sanitary inspectors, but which has nothing to do with sanitary inspection.

We have already given many examples of the first class and our view is that the training and examinations designed for sanitary inspectors should be primarily aimed at these. In the second class might be included public cleansing, and work under the Fireguard Regulations.* In the third category we would put appointments as Surveyor, Explosive Inspector, or Transport Manager.

* Made under the Heating Appliances (Fireguards) Act, 1952.

106. To sum up, a sanitary inspector is a local government officer whose duty it is to secure compliance with certain laws designed to protect the public health. To do this, he needs to have a good working knowledge—in many cases a detailed knowledge—of certain techniques and sciences. The number and variety of these is the outstanding feature of his work. Thus while not himself practising medicine, architecture, engineering, or building, he must know something of all of them, and all this calls for a very special type of training. But first and last he is an executive officer, exercising control over the public in accordance with the law of the land, a control which often touches the pocket of the individual and could in wrong hands be very galling. It is here that the modern sanitary inspector has developed his own special skill over and above those he borrows from other callings. The public health code is a vast and complicated one and it is the sanitary inspector's function within his own field to translate it into terms intelligible to the common man and so enable him to see clearly what he must do and how he can do it with least inconvenience and expense. The sanitary inspector must needs be familiar with many trades but he must also be master of one—a most important one in a free community—that of interpreting the requirements of the law to the citizen and enlisting his willing co-operation.

Part 5.—Port Health Inspection

107. Local authorities whose areas contain or consist of a port have special public health responsibilities. These authorities are of two kinds:

- (a) Port health authorities, and
- (b) Other riparian authorities.

108. A riparian authority is defined by section 2 (1) of the Public Health Act, 1936, as

“any local authority whose district or any part of whose district forms part of or abuts on”

a Customs port.

Customs ports include every part of the coastline and all navigable rivers.

109. The Minister of Health is empowered by section 2 (2) of the same Act to constitute any riparian authority a port health authority or to form a port health authority by combining two or more riparian authorities in a joint board. There are at present 62 port health authorities in England and Wales and some 140 other riparian authorities. Only a few joint boards have been formed and at the majority of ports of any importance the town council is constituted port health authority, sometimes with an area more extensive for that purpose than its own general purposes area. For example, Liverpool City Council is the port health authority for the whole port of Liverpool notwithstanding that parts of the port are in the county boroughs of Bootle and Birkenhead and the areas of other local authorities. Similarly the Corporation of the City of London is port health authority for the whole Port of London, very little of which is now within the city boundaries. The limits of each port health authority's area and powers are governed by the Order constituting it, or in some cases by a private Act of Parliament. Except in the cases of London and Manchester the areas are confined to the waters of the port, the vessels thereon and

persons or goods upon or brought by such vessels. The order constituting a port health authority may assign to it any function of a local authority under Public Health Acts and regulations.

110. The duties of a port health authority fall broadly into two classes, those concerned to protect:—

- (a) the healthiness of the port itself and of the ships in it, and
- (b) the health of the country at large, which may be endangered by the entry of infected persons or unsound food.

111. As under other sanitary authorities, the work of a port health authority is done by medical officers and sanitary inspectors, termed, in this connection, port medical officers and port health inspectors. The port medical officer is usually the medical officer of health of the town and in the smaller ports one or more sanitary inspectors often combine port work with their ordinary duties ashore. In the larger ports, however, there is usually a separate port staff of sanitary inspectors who do no other work. Of the sanitary inspectors who answered our questionnaire 57 stated that their whole time was given to port work and 154 combined port and shore duties.

Duties

112. The duties of port health inspectors were set out in our questionnaire* as:

- (a) Port Health Regulations.
- (b) Disinfestation of Ships.
- (c) Inspection and sampling of foodstuffs in the Port.
- (d) Hygiene of the Port.
- (e) Other Port Duties.

113. Work under the Port Health Regulations is directed to (a) the control of ship-borne infectious diseases and (b) the hygiene of crews' living spaces. For the former purpose inspectors board all ships arriving from abroad, inspect their Bills of Health and documents concerned with rats, obtain a Declaration of Health and assist the Medical Officer in his examination of personnel. Ships which have been in infected places abroad are for a period visited daily while in port to see whether any of the crew have developed the infection. Regulations and instructions for the health of ships' crews call for sanitary conditions of a standard analogous to those required under other enactments ashore. Inspections are directed to the condition and adequacy of sanitary appliances, the size, ventilation and cleanliness of living spaces and the condition of food. Though similar in object to the rules prevailing ashore, the regulations are necessarily specialised in detail, and their enforcement requires a good knowledge of ship construction and of the special dangers to health that may exist in a ship.

114. Disinfestation of ships is a subject of great importance, since rats and insects endanger the crew, the cargo, and the population ashore; serious epidemics have been started by infected rats from ships. The matter is closely governed by regulations and the port health inspector not only needs to know what is required but must also be able to advise on the processes of disinfestation. The work is often carried out by means of fumes or gases which are dangerous to human beings as well as to their intended victims, and the port health inspectors carry a heavy responsibility to see that these potentially dangerous processes are properly carried out.

115. There would be little advantage in regulating the hygiene of food production in this country if unsound food could find its way in freely from abroad. Imported food must therefore be examined with the same objects

* A summary of answers, indicating the time spent on these classes of port work, is included in Appendix III.

as food produced or marketed ashore. There are, in addition, however, certain dangers peculiar to ships which must be guarded against, such as contamination from other cargo and damage during the process of unloading. Regulations cover all these matters and the inspectors need to be familiar with them and with the work of ships and ports as well as possessing the technical knowledge of foods and food-borne diseases required for food inspection anywhere.

116. The general hygiene of the port is affected by such matters as soil pipe discharges, refuse disposal, smoke from ships' funnels. In all of these the objects are the same as in the control of similar problems ashore, but the detail is different and requires familiarity with a different type of environment and different type of person. In some cases the port health inspectors are responsible for the hygiene of wharves, warehouses and dockside eating places.

117. Where an inspector is specialised in port work, either by specific employment as a port health inspector by a Port Health Authority, or by way of ordinary distribution of duties under an authority which undertakes both port and shore duties, his requirement of special knowledge of ships and ports may to some extent be balanced by his freedom from any responsibility for certain purely landward topics such as building construction. There is, however, no special certificate or examination for a port health inspector; all are subject, as regard qualification to the same rules as other sanitary inspectors and must therefore, before qualifying, have studied the whole range of duties.

Special Entry for Port Health Inspectors?

118. We think it convenient, at this point, to anticipate certain matters which belong properly to the next three chapters, and to deal in one place with certain questions which have been raised regarding the recruitment, training and examination of port health inspectors. Having regard to the specialised nature of their duties and the special environment in which they work, it has been suggested to us by some port health inspectors, that there ought to be a special form of entry into their branch, requiring more knowledge of some topics and less of others, than in the case of ordinary sanitary inspectors. This point of view does not appear to be held by the majority of port health inspectors but we considered it worthy of careful examination.

119. It is undoubtedly true that an inspector without any knowledge of ship construction or of seagoing life would find himself baffled as a port health inspector. There is also, we believe, a good deal of truth in the assertion that, in addition to the need for actual specialised knowledge, the official who has to deal with sea-faring men needs to understand their minds and speak their language. Sea-faring men are undoubtedly inclined to regard themselves as a race apart and to look with suspicion and reserve upon shore officials. With these considerations in mind port health authorities have in many cases appointed inspectors who have had previous experience as ships' officers and thus combine a technical knowledge of ships and the sea with the ability to form a candid relationship with the officers of ships they have to inspect, an ability to talk to them as one seaman to another. This recruitment policy was greatly aided by the unfortunate slump in shipping in the 1930's when a number of ships' officers, seeing little prospect of further employment at sea, turned, in the hope that their experience would not be wholly thrown away, to various jobs in ports, among them port health inspection.

120. The majority of port health inspectors now serving who hold nautical qualifications were recruited to sanitary inspection during this period. Recruitment of sea-faring men has subsequently come very nearly to an end. Not only is life afloat more secure and better rewarded now than it was before the war, but the lengthening of training for a sanitary inspector makes entry much more difficult for men whose employment does not enable them to attend technical schools while working. Those men who wish to leave the sea now usually do so because they have incurred family responsibilities, and it is seldom practicable for a family man to embark upon years of study without pay, or even with the pay of a junior clerk. It has accordingly been suggested to us that in order to obtain the service of these men special examinations should be prescribed, preceded by the shorter period of study which could be achieved by leaving out all those topics not required by a port health inspector.

121. The suggestion has not been endorsed by the Sanitary Inspectors Association or by the representatives of port health inspectors who constitute a special section of that Association. They point out that the specialised port health inspectorate is an extremely small body and that if it were separated from sanitary inspection in general, port health inspectors would be much restricted in their prospects through the drastic limitation in the number of posts open to them. With this criticism we agree. There is the further point that in the smaller ports much of the work is done by inspectors who also do ordinary sanitary inspector's work and it would be anomalous either to require these men to hold a double qualification or to have precisely the same work being done in different places by men with two different sorts of qualification. It is further argued that although a seafaring man has an initial advantage in port health inspection over inspectors lacking such experience, it is quite possible for the latter to catch up after they have served a little time on port health work. On balance we do not recommend that port health inspection be separated from ordinary sanitary inspection or entered by way of a different examination.

122. We do nevertheless consider that recruits from the sea, while not indispensable, form a valuable source of entry into port health inspection which ought, if possible, to be preserved. For reasons set out above we are not prepared to recommend a different certificate or examination for port health inspectors, but we think something might be done to make entry from the Merchant Navy more practicable by arrangements for more intensive preliminary training. Our proposals on this matter are contained in Chapter IV. In that Chapter we also suggest that paid pupillage is the best method of entry into sanitary inspection and it may be that port health authorities will find it worth their while to engage men from the sea as pupil port health inspectors at a salary sufficient to interest married officers. As we shall point out in the next Chapter, there is also a hopeful source of recruitment in men who have qualified as sanitary inspectors while performing sanitary duties in the Royal Navy. The number of port health inspectors required would not be more than about ten a year.

Air Ports

123. Somewhat similar problems arise in air ports. There is a considerable importation of food by air, though different in kind and in quantity from that which comes by sea. There are important problems of infectious disease, and, although the hygiene of aircraft is a less complicated matter than the hygiene of ships, it is not one which can be ignored. At present no special statutory arrangements are in force at air ports analogous to those at seaports and there are no air port health authorities. Responsibility

rests upon the local authority in whose area the airport happens to lie. London Airport (Heath Row) lies within the areas of several local authorities and its sanitary administration is undertaken, by agreement among them, by the Urban District Council of Yiewsley and West Drayton. Outside the London Area, airports having a substantial foreign trade are to be found within the areas of Rural District Councils. There has been no suggestion of establishing a specialised inspectorate for airports, but it is worthy of note that the present somewhat improvised arrangements are apt to throw a heavy and unfamiliar burden on the sanitary inspectors of small local authorities.

Part 6—The County Sanitary Officer and other appointments open to persons qualified as Sanitary Inspector

124. The Basic Examination of the Examination Board is intended to test the fitness of candidates for appointment to the position of sanitary inspector, a statutory appointment existing only under local sanitary authorities. The training required for that examination and the experience gained as a sanitary inspector do, however, in fact fit those who have had them for certain other appointments.

County Sanitary Officer

125. Chief among these appointments is that of County Sanitary Officer. County councils are not obliged to appoint any officer with the qualifications of a sanitary inspector nor do they normally perform many of the functions for which a sanitary inspector is trained. They have, however, since 1909 been required to appoint county medical officers of health and legislation since that date, notably the Acts dealing with rural housing, water supply and sewerage have imposed health duties on these councils, usually in the form of an obligation to supervise and co-ordinate the activities of the local sanitary authorities or to take action in case of their default. The majority of county councils have, therefore, found it convenient to appoint officers qualified as sanitary inspectors, and these officers, usually designated "County Sanitary Officer" have formed an Association which has given evidence before us.

126. We directed a special questionnaire to county sanitary officers and their employing authorities.* From this we learned that 20 county councils ranging in size from Rutland to Middlesex employ no sanitary officers. The remaining 42 county councils had in their employment at the time of the questionnaire (December, 1951), 86 sanitary officers and had vacancies for a further six. The majority employed a single officer but ten had an establishment of two and another ten employed more than two, the largest establishments being Lancashire with eight and London with fifteen.

127. County sanitary officers have normally had experience with local sanitary authorities before appointment by the county council. Of the 71 who answered this question 27 had come from rural districts, 15 from county boroughs, 9 from urban districts, 8 from non-county boroughs and 6 from metropolitan boroughs; 6 had served a county council in another capacity. Fifteen had been Chief or Senior Sanitary Inspector to a local sanitary authority before appointment by the county council.

128. The work done by county sanitary officers falls into three main classes:—

- (i) Regulatory work broadly similar to that of the sanitary inspector of a local sanitary authority.

* Set out in Appendix VIII.

(ii) Other regulatory work.

(iii) Work for the county council on the public health aspects of its own services.

129. In the first class fall such duties as the supervision of premises used for the processing of milk, sampling under the Food and Drugs Acts (in areas where the district council is not a Food and Drugs authority), health education, inspection of water supplies and sewerage arrangements, review of the sanitary circumstances of the county, housing work and advice on the sanitary aspects of planning. Of these duties, water and sewerage work appears to be the most widespread, followed by general sanitary reviews and milk.

130. In the second class—other regulatory work—fall such miscellaneous inspections as those relating to: pharmacy and poisons, diseases of animals, fertilisers and feeding stuffs and merchandise marks, not one of which, however, is widely done by these officers.

131. In the third class—duties in connection with the County Councils' own services—the most important appears to be the supervision of food and milk supplied in schools and other institutions of the county council and the next is the sanitation of these buildings.

132. Sanitary officers employed by the London County Council are in a separate class from other county sanitary officers as that council has certain functions in relation to housing which are elsewhere performed by local sanitary authorities. The County Council accordingly employs a staff of 15 sanitary officers and, in addition to performing many of the various miscellaneous duties described above, they spend a great deal of time on the council's housing functions. Another peculiarity of this authority is that its sanitary officers are employed on the approval of the sanitary and plumbing arrangements in plans for proposed new buildings, work that is elsewhere performed by surveyors or engineers.

133. The Report of the Rural Housing Sub-Committee of the Central Advisory Housing Committee recommended in 1944 that county sanitary officers should be appointed in every county to advise on rural housing, water supplies and sewerage. Following this recommendation the number of county councils employing such officers rose from 20 to the present figure of 42. We have been impressed by the value of this development.

Other Work

134. We understand that a number of firms engaged in the manufacture of food, the processing of milk and other operations which are within the field covered by sanitary inspection, employ a few former sanitary inspectors to advise them on the sanitary or food hygiene aspects of their enterprises. We have no figures relating to these appointments but we do not believe them to constitute a substantial field of opportunity for sanitary inspectors.

135. There is a small but steady flow of men trained as sanitary inspectors to take up appointments in the Dominions and Colonies in the service either of the Government or of local government bodies. In the case of the Colonies a part of the work consists in organising and conducting training establishments for local recruits, a work of the greatest importance to the future health prospects of those countries. We understand that in the post-war period an average of about sixteen sanitary inspectors a year have received colonial appointments.

136. A few appointments under the central government of this country have been given to officers qualified as sanitary inspectors.

CHAPTER III

RECRUITMENT

137. The present subject is dealt with under three heads:

- (1) Present sources of recruitment.
- (2) Required intake.
- (3) Prospects of future recruitment.

Part 1. Present Sources of Recruitment

138. The sources from which sanitary inspectors may be recruited are limited by the Regulations of the Examination Board, which will only examine students who satisfy certain conditions. In the next succeeding sections we accordingly set out first the requirements of the Board and secondly the information about the actual origins of sanitary inspectors now serving which has been derived from the answers to our questionnaire.

Educational Requirements

139. A person is qualified to sit for the examination of the Examination Board if he:—

- (i) is 21 years of age or over,
- (ii) has attained a prescribed standard of preliminary education,
- (iii) has attended a course of lectures and demonstrations approved by the Board, and
- (iv) has undergone practical training under conditions and for periods prescribed by the Board.

140. We are in this chapter concerned with (ii)—the prescribed standard of preliminary education. The present standard as laid down by the Examination Board and set out in their paper (Form EB. 1), re-issued in slightly revised form in February, 1953, is as follows:—

Every candidate must produce evidence of having passed one or other of the following examinations:—

SCHEDULE A

Army First Class Certificate of Education.

Cambridge Senior Local Examination.

Central Welsh Board Senior Certificate Examination.

College of Preceptors Senior or First Class Certificate.

Educational Institute of Scotland Medical and Dental Preliminary Certificate of General Knowledge.

Engineering Joint Examination Board Common Preliminary Examination.

Forces Preliminary Examination.

Forces Preliminary Examination Certificates of Proficiency in

- (a) English, and
- (b) Mathematics, or additional mathematics, or geometrical and mechanical drawing, and
- (c) Natural Sciences (biology or chemistry or physics).

General Certificates of Education at ordinary or advanced level in

- (a) English language, and
- (b) Mathematics, or additional mathematics, or pure mathematics, or applied mathematics, or technical drawing, and
- (c) Physics, or chemistry, or general science, or chemistry with physics, or biology

issued by the

Cambridge Local Examination Syndicate.

Northern Universities Joint Matriculation Board.

Oxford and Cambridge Schools Examination Board.

Oxford Delegacy for Local Examinations.

University of Bristol.

University of Durham.

University of London.

Irish Department of Education Secondary School leaving Certificate Examination.

Irish Intermediate Board Senior Grade Examination.

Matriculation examination of, and all examinations accepted in lieu thereof by, any University in the British Commonwealth.

Northern Ireland Ministry of Education Senior Certificate Examination.

Oxford Senior Local Examination.

Preliminary Examinations of the

Chartered Auctioneers and Estate Agents Institute.

Chartered Institute of Secretaries.

Chartered Insurance Institute.

Conjoint Board of Ireland of the Royal College of Physicians and the Royal College of Surgeons.

Institute of Chartered Accounts in England and Wales.

Institution of Civil Engineers.

Institution of Mechanical Engineers.

Law Society.

National Association of Local Government Officers.

Royal Institution of Chartered Surveyors.

Royal Air Force Higher Educational Test.

Royal Navy Higher Educational Test.

School Certificate issued by the

Cambridge Local Examinations Syndicate.

Central Welsh Board.

Northern Universities Joint Matriculation Board.

Oxford and Cambridge Schools Examination Board.

Oxford Delegacy for Local Examinations.

University of Bristol.

University of Durham.

University of London.

Scottish Education Department Senior Leaving Certificate Examination.

Scottish Leaving Certificates at lower or higher grade in

- (a) English, and
- (b) Mathematics, and
- (c) Physics, or chemistry, or zoology.

Welsh Joint Education Committee General Certificates of Education at ordinary or advanced level in

- (a) English language, and
- (b) Mathematics, or pure and applied mathematics, or pure mathematics, or applied mathematics, and
- (c) Physics, or chemistry, or general science, or biology.

SCHEDULE B

Board of Trade Certificate of Competency as

- Master, or
- First Mate, or
- Second Mate of a foreign-going ship, or
- First or Second Class Engineer.

City and Guilds of London Institute Certificates (1st Class only is accepted where there is more than one class).

Certificate in Sanitary and Domestic Engineering in relation to Plumbers' Work.

Final Certificate in Plumbers' Work.

Major Final Certificate in Plumbing.

Minor Final Certificate in Plumbing.

National Diploma in Building.

Higher National Certificate in Building.

Ordinary National Certificate in Building.

Royal Sanitary Institute Health Visitors' Examination Certificate.

141. It will be observed that the recognised examinations fall into three broad categories:—

- (i) The various examinations which are or were commonly taken on leaving school: many of these are now no longer held but may have been taken in the past by men still wishing to become sanitary inspectors now ;
- (ii) the qualifications for various technical callings or learned professions which presuppose an adequate general education ;
- (iii) certain examinations of a less scholastic nature which are more appropriate to older entrants who have made themselves suitable despite the fact that they have not reached a high academic standard in their youth.

Origin of Recruits

142. Passing from the formal requirements to the actual sources, we turn to the statistics obtained in reply to our questionnaire. Only the figures relating to the more recently qualified sanitary inspectors will, of course, indicate the present sources of recruitment, but figures for those sanitary inspectors who have been long in service are also of interest as showing the trend. The occupations of inspectors (recruited since 1926) at the date when

they entered training are given in the following table. The figures in the top line show the total number of recruits in each period ; the lower figures show the percentage of recruits flowing from each of the 11 different sources.

TABLE 35
ORIGIN OF RECRUITS

	1926-36	1937-46	1946-51
Number of Recruits	1,400	914	1,303
Percentage entering training from:—			
School (or as a student)	14	25	23
Clerical Work with a Local Authority ...	30	28	34
Other office work	6	6	11
Assistant Sanitary Inspector	4	5	5
Professional or semi-professional ...	10	7	5
Building Trade	10	7	3
Plumbing Trade	11	10	9
Meat Trade	3	2	2
Merchant Navy	3	4	2
Regular Armed Forces	2	1	1
Other Occupations	7	5	5
	100 per cent.	100 per cent.	100 per cent.

143. It appears that (i) the main streams of recruits have arisen and are likely in future to arise in the schools, and the clerical staff of local authorities and other offices (the entry from these sources has increased from 50 per cent. in 1926-36 to 68 per cent. in 1946-51), (ii) the building and plumbing trades are substantial but diminishing sources of recruits, (iii) the number of persons already holding professional or semi-professional qualifications who seek additional qualification as sanitary inspectors is diminishing.

Preliminary Education

144. The percentages of inspectors offering various types of educational qualification are as follows:—

TABLE 36
PRELIMINARY EDUCATION

Years of qualification for basic certificate	Percentages of inspectors offering:—				
	Matricula- tion	School Certificate	City and Guilds Institute	Other	Total
1926-36	18	25	12	45*	Per cent. 100
1937-46	29	32	9	30	100
1947-51	22	49	8	21	100

* Includes 6 per cent.—pre-1926 entrants—who had no educational qualification.

145. It will be seen that Matriculation and the School Certificate (now replaced by the General Certificate of Education) have been offered most frequently, and to an increasing degree, e.g., 71 per cent. in 1946-51 against

43 per cent. in 1926-36. But other qualifications are offered, and some of these, in particular the examination of the City and Guilds of London Institute, are better suited to the convenience of older entrants.

146. Twelve per cent. of inspectors now serving began training at under 18 years of age, 64 per cent. at between 18 and 25 years, and 24 per cent. at over 25 years. The last group will have been swollen by those whose training was delayed by the war.

147. A clear picture emerges of a service recruited, during the last 25 years, in the main—to two-thirds or three-quarters of its strength—from young men offering School Certificate or Matriculation who have either just left school or served a few years as clerks with a local authority, but recruited also as to a substantial minority—from one-quarter to one-third of its strength—from older men engaged in trades (mainly building or plumbing) and mostly offering other educational qualifications such as the Certificate of the City and Guilds of London Institute or a National Certificate or Diploma in Building. The intake from the Merchant Navy, while numerically small, is, as explained elsewhere,* important in the limited field, that of port health work, to which it is mainly attracted.

148. A small number of women have taken up sanitary inspection and one or two authorities have an established place for a woman inspector. In general, however, women have not been attracted to this work. Throughout this report our references are to men but it must be understood that our remarks also apply to the few sanitary inspectors who are women. Early in the century a number of women passed the sanitary inspectors examinations but we believe the majority of them did not seek employment as inspectors but did other work such as health visiting, for which no specific qualifications then existed. We are informed that there are only 25 women members of the Sanitary Inspectors' Association and that from 1934 to 1952, inclusive, the number of women who passed the basic examination was 59.

149. The Minister of Health's Regulations require the appointment of a sanitary inspector to be made after public advertisement of the vacancy but the Minister may dispense with this requirement and not infrequently does so when a local authority wishes to appoint a man who has already been in their service as a learner. Some authorities usually recruit in this way from among their own junior staff trained by themselves, while others prefer to seek men trained elsewhere.

Part 2.—Required Intake

150. The number of established posts of sanitary inspector notified to us, as at November, 1951, was 4,680; the number of inspectors employed was 4,440; and the number of vacancies 240, being about 5 per cent. of the establishment. Most of the vacancies are in a few areas presumably regarded as unattractive, e.g., in October, 1951, there were 45 vacancies in metropolitan boroughs, and 24 vacancies in Liverpool. The reasons seem to include unattractive work in some squalid areas, high cost of living in large towns and sometimes perhaps an uncongenial organisation. In the county boroughs as a whole vacancies are nearly 9 per cent. of establishment.

151. We have attempted to estimate roughly the number of recruits that will be needed annually over the next 10 years, assuming (i) an establishment of 4,680, of whom three-quarters obtain their basic qualification at an average age of 22 and one-quarter at average age 30, (ii) retiring age 65, (iii) a

* Paragraph 122 above.

commencing shortage of 240 inspectors to be made good over 10 years, (iv) normal rates of loss by death, premature retirements and resignations, (v) the present age distribution, i.e., 4 per cent. under 25 years, 84 per cent. between 25 and 50 years, 12 per cent. over 55 years. The result is that about 160 new inspectors will be needed each year, being 135 to supply current vacancies and 25 to make good the deficit. Over a shorter period, say the next five years, we think it likely that at least 200 newly qualified inspectors could easily be absorbed to fill normal vacancies, and the deficit of 240 inspectors. The number of new students must be higher than 200 to allow for wastage during four years' training and failure to qualify either on first examination or at all.

152. Over a period of 25 years to 1950, 46 per cent. of candidates for the basic examination were successful (maximum 59 per cent. in 1944, minimum 36 per cent. in 1940). We do not know how many candidates never qualified, or what has been the average number of attempts before success, but we have been told that a substantial number sit several times. In a later chapter* we give some figures relating to the numbers qualifying, but for present purposes we assume that the changes in training which we recommend will produce a greater proportion of passes. On the assumption that the proportion might be as high as 80 per cent., then 250 new entrants will be required to produce 200 qualified inspectors.

153. We therefore conclude that over the next five years (and perhaps over ten) it would be reasonable to plan annually for 250 students to supply 200 inspectors who would fill existing and new vacancies and some additional posts. That would mean that assuming that (i) the lag in filling vacancies has not increased since November, 1951, (ii) for the next four or five years vacancies occurring in each year are filled, (iii) our proposals come into force in 1954, (iv) 250 new trainees are obtained annually from 1954 onwards—then the shortage on establishment will be made good over four or five years beginning in 1958. If, as is not unlikely, these assumptions are not all realised, the intake will have to be somewhat larger. It is probable that the lag in filling vacancies may be greater in the next few years as an effect of the introduction in January, 1953, of new regulations† about training referred to in the next chapter.

Part 3.—Prospects of Future Recruitment

154. We have not felt justified in putting forward a firm figure for a total establishment of sanitary inspectors. We have not been asked to make recommendations for any alteration in the way in which sanitary inspection is carried out. Our function is to report the existing facts of sanitary inspection and to make recommendations as to the training and examination arrangements on that basis. We can only, therefore, report that the established posts for sanitary inspectors under local authorities who answered our questionnaire totalled 4,680 in accordance with the information supplied to us in November, 1951. Assuming no change in the present scope of sanitary inspection we have indicated in an earlier chapter our impression that a number of places are understaffed in relation to the standard prevailing

* Chapter V, paragraph 223.

† Figures received at a late stage of our enquiry confirm our fears. Between the 1st January and the 1st July, 1953, only 59 candidates have presented themselves and only 22 have satisfied the examiners. Of the 59 candidates 40 were re-entrants who had previously failed, and, of these 25 failed again; 19 were being examined for the first time and were therefore bound by the new regulations: of these 12 failed. These figures reveal an unexpected intensification of the tendency we had already noted for recruitment to fall off and indicate that it will take longer or require a larger annual intake to catch up with the existing shortage.

over the country as a whole* and, while making no recommendation on this matter, we must note the possibility that a number of authorities will decide to increase their establishment in conformity with prevailing practices and that if this happens the total establishment will be raised accordingly. On the other hand we have also noted that in many places sanitary inspectors are spending a large proportion of their time on work other than sanitary inspection, and if these men were relieved of their extraneous duties and enabled to concentrate on sanitary inspection some of the present and possible future shortage would be overcome.

155. We now turn to consider the existing Educational tests in relation to the three streams of recruits already identified, viz. :—

- (i) Young men just leaving school or having served as clerks for a few years in the office of local authorities ;
- (ii) Older men transferring from other occupations, and
- (iii) entrants from the Regular Armed Forces.

As we have already pointed out, the main source of supply is at present, and is fairly certain to continue to be, a stream of young men who have recently left school. It is of the first importance that the standard for these should not be set either too low or too high ; too low a standard will obviously produce an inadequate type of inspector ; too high will dry up the flow, except at a cost in salaries out of proportion to the actual knowledge, skill and personal qualities required for the work.

156. In general, young men starting in life come from—

- (i) secondary grammar schools,
- (ii) secondary technical schools,
- (iii) secondary modern schools,
- (iv) “comprehensive” and “multilateral” schools which are combinations of types (i) and (iii).

In secondary grammar schools the normal leaving age is 16, the children having usually sat for the General Certificate of Education ; in secondary technical schools the normal leaving age will ultimately be 16, but some pupils now leave at 15. In these schools sitting for the General Certificate is the exception rather than the rule. In secondary modern schools, in which 70 per cent. of all children are educated, the normal leaving age is 15. These children do not take the General Certificate, though we understand that it is intended that ultimately anyone should be able, through establishments for further education, to take the certificate after 16.

157. It will be seen from Schedule A of the Examination Board's regulations (set out in paragraph 140 above) that the normal qualification recently laid down is the General Certificate of Education at Ordinary or Advanced level in three subjects—English, Mathematics and a scientific subject. Our attention has been called to the fact that the qualification recommended by the National Council for Local Authorities' Administrative, Professional, Technical and Clerical Services for entry to local government service is the General Certificate of Education at Ordinary level in four subjects, including English and Mathematics ; and it has been suggested to us that sanitary inspection demands at least as good a general education as does clerical work, and that the same standard should be adopted, with the modification that, because of the necessity for a scientific background, a scientific subject should be obligatory in addition to English and Mathematics. We think that this suggestion is a sound one. If adopted, it may necessitate some reconsideration by the examining authority of the present list of alternative Educational qualifications as set out in Schedule B.

* Chapter II, paragraphs 83 to 85.

Alternative Entry

158. There remains the question how, if at all, men who have not taken the General Certificate of Education are to have an opportunity of becoming sanitary inspectors. In theory all children of suitable mental ability are supposed to find their way to Secondary Grammar Schools, but there are many who for one reason or another, apart from mental standard, fail to do so. We feel no doubt that they should be afforded an alternative opportunity and that a precedent already set in the local government service might usefully be followed. In that service it has been recognised that an avenue of entry must, for the time being, be left to young men who have not attended schools working up to the General Certificate of Education. Accordingly, the Local Government Examination Board will, at the request of a local authority, conduct an examination for junior entrants (intended to meet the needs of entrants from, e.g., Secondary Modern Schools) and consisting of simple papers in English, Arithmetic and General Knowledge. Some local authorities set and conduct their own examinations. A young man entering local government service by these alternative avenues has to catch up to a normal educational standard by subsequent study if he wishes to sit for a technical or professional examination. For this purpose he could take one of the examinations designed for persons older than school leavers such as the College of Preceptors' examination.

159. We think that arrangements of a similar kind might be adopted for young men wishing to become sanitary inspectors. The examining authority would in that case accept success in any examination which demanded a sufficiently high standard of education. It is possible also that the examining authority might decide to institute their own examination for the purpose, but this would largely depend on the speed with which arrangements can be made for scholars from all types of schools to sit for the General Certificate.

160. We pass to older entrants from professions, trades, or crafts. No difficulty arises over candidates from the recognised professions. Where the governing bodies of those professions require a preliminary educational qualification not lower than that recommended by us for sanitary inspection (and this we believe to be true of all the professions, law, surveying, etc., listed in Schedule A and of the Service examinations mentioned in the same Schedule) such preliminary examinations might well be accepted by the examining authority.

Recruits from Armed Forces

161. There is a small but steady supply of suitable recruits to sanitary inspection from men leaving the regular armed forces after the performance within them of duties analogous to those of a sanitary inspector. These men fall into two classes at present. In the first class are Chief Petty Officer Sick Berth Ratings (Hygiene Inspection) in the Royal Navy. Under the rules of the Service these men must qualify as sanitary inspectors in the ordinary way while still in the Service and are granted leave with full pay and expenses while training with local authorities. There is no technical objection to the employment of these men by local authorities immediately upon discharge from the Navy, and they would indeed appear to be peculiarly valuable recruits to port health inspection. We have been informed, however, by the Admiralty, that they do not always find it easy to obtain employment and this is attributed to a prejudice on the part of some local authorities against men whose career has not been entirely in local government. If any such prejudice does exist, and we have had no other evidence of it, it

is plainly at variance with the principle which has won wide acceptance in government, industry and commerce that the ex-regular should be given every help to secure employment suitable to his age, ability and experience and should not on discharge to civil life at once be treated on a purely competitive basis. These responsible Chief Petty Officers are discharged at an average rate of two a year at the age of 32. Men doing extended service remain until the age of 55 but do not normally seek a civil career on discharge. Difficulties may arise if amendments to the examining authority's regulations render it impracticable for these men to qualify while in the Navy and we recommend that attention be given to their special requirements to see that this does not occur.

162. In the second class are Army Hygiene Assistants and Royal Air Force Hygienists. These men do not take the Examination Board's Certificate while in the forces but are engaged on work which is in substance sanitary inspection and do take a special forces qualification which covers most, but not all of the Board's syllabus. In the case of the R.A.F. we are informed the syllabus covers everything except building and law. The Army discharges an average of 22 such men annually at the age of 32 and the R.A.F. an average of 3. Non-commissioned officers leaving the forces at that age are usually married and have difficulty in taking the full course prescribed by the Board. We understand that the Service Departments are anxious that they should be excused much of the work, which they have already covered, and permitted to take the ordinary basic examination after a reduced period of study and local authority experience. This seems sensible and we recommend that every effort be made by the examining authority to devise a means of meeting the reasonable requirements of the forces in a way which will not sacrifice the real requirements of the local government service. Apart from the men's own interest, it is in the general interest that the forces' sanitary services should be competently manned, and serving men will not be attracted to the hygiene trades if it becomes known that they can look for no career in civil sanitary work after discharge. It may be that in order to make this practicable the two Departments concerned will find it necessary to enlarge their own training courses so as to include certain subjects not strictly directed to military needs.

Recruits from Trades

163. Under the present Board's dual system of preliminary requirements a lower general educational qualification is accepted from entrants from certain trades and occupations, listed in Schedule B* of its regulations, than is required of candidates of other types. The alternative channels of entry listed in Schedule B comprise four types of certificate—those relating to (i) Health Visitors, (ii) Merchant Navy Officers, (iii) plumbers and (iv) builders. None of these demands a grammar school standard of education. Health visitors are perhaps a special case as their work borders on that of sanitary inspectors in certain respects and it is believed that when they occasionally seek qualification as a sanitary inspector it is usually more with a view to a widening of their existing functions than the adoption of an entirely new occupation. A few authorities have certain established positions for women sanitary inspectors doing special work for which they are considered to be particularly suited. Merchant Navy officers, again, are normally recruited for special work, port health inspection, for which their past training and experience peculiarly suits them. This is a special problem dealt with elsewhere in our report.†

* See paragraph 140 above.

† Chapter II part V, paragraph 122.

164. There remain the plumbers and builders. These craftsmen form an important minority of the present inspectorate, though the number of new inspectors recruited from among them is dwindling. They are in fact the remnant of the best of the old style inspectors, a type that has now for a number of years been being gradually superseded by the modern type who come to sanitary inspection after longer schooling but with less practical experience. The practical knowledge possessed by craftsmen is of the greatest value in certain aspects of sanitary inspection and many now in service who have entered in this way are held in the highest esteem. It would be unfortunate if practical knowledge of this kind were wholly lost to sanitary inspection, but it is increasingly evident that practical knowledge alone is not sufficient for the modern sanitary inspector. Many men whose early education was not advanced but who have since given evidence of superior ability by their success in practical trades or crafts have, by private reading or evening classes, improved their general education and we think the time has now come when the entry from these trades should be limited to those who have done so. One cannot expect mature men to go back to school or to take examinations designed for senior school children, but it would be quite possible to provide an examination to test the mental development of an intelligent man whose education has been late and informal. We have already referred in paragraphs 158 and 159 to existing examinations and possible special ones of this nature and we feel that it is through that avenue that tradesmen should in future enter sanitary inspection.

165. Apart then from the special cases of health visitors and Merchant Navy officers we recommend that the educational avenues of entry should be of a single standard but that the tests designed to ascertain whether that standard has been reached should be divided for practical convenience into three categories:—

- (i) School leaving examinations of grammar school standard. (Normally now the General Certificate of Education.)
- (ii) Professional and semi-professional qualifications which themselves require such a standard, and
- (iii) Examinations suited to older men who have reached the required educational standard after leaving school.

Prospects

166. The question arises whether 250 entrants designed to provide 200 inspectors, are likely to come each year from the indicated sources. In the past, over a period of 25 years up to 1951, the Examination Board granted an average 191 certificates annually. In 1951 the number of certificates was 153, and in 1952 it was 150. The Secretary of the Examination Board estimates that in 1953 the number will be much lower*, since the number of students completing approved courses of theoretical training in that year is expected to be 81, as against 197 in 1952 and 243 in 1951. The latest decrease in the number of students is no doubt due in part to dislocation attending the introduction of a longer and more complicated requirement of training (see next chapter) but the downward trend existed before this factor operated. The number examined in 1952 may have been increased by the desire of students to qualify under the old regulations before they were superseded. It appears therefore that existing methods of recruitment are for the time being failing.

167. It is clear that something needs to be done to stimulate the flow of new entrants. What is to be done must be governed by one's assessment

* This has been borne out by figures just received, see footnote to paragraph 153 above.

of the causes of the present falling off, a matter which must be largely guesswork. We have accordingly consulted a number of persons, bodies and authorities and the consensus of opinion points to the following broad factors:—

(a) pay

(b) status

(c) length and inconvenience of training,

in all of which the influence of competing opportunities is said to be increasingly felt.

168. There is no doubt that the demand of employers in general for recruits of grammar school education has increased more rapidly than the output of the schools and that the grammar school boy of average intelligence has a number of interesting careers to choose between. There is reason to think that the security offered by local government employment is no longer a strong attraction and if it appears that sanitary inspection now offers poorer prospects than other careers open to the same type of young man, improved recruitment can hardly be expected.

160. Recommendations as to pay are outside our reference but it is impossible to discuss recruitment to sanitary inspection without at least mentioning the subject. The salaries of the majority of sanitary inspectors are regulated by the Scheme of Conditions of Service of the National Joint Council for Local Authorities Administrative, Professional, Technical and Clerical Services. Under the scales at present in force a sanitary inspector on first appointment is placed at the bottom of Grade I of the Administrative, Professional and Technical Division, i.e. £465 per annum, rising by annual increments to the top of Grade III, £570. Where the Certificate of the Royal Sanitary Institute in the Inspection of Meat and Other Foods is also held (as it usually is after the first few years employment) and the duties include responsibilities in that sphere (as they usually do), the scale rises to the top of Grade IV, i.e. £600. In all cases employment in London carries a weighting rising from £20 at the age of 21 to £30 at 26*. The general run of sanitary inspectors can, therefore, look for a commencing salary of £465 and a final salary of £600 or in London £485 and £630. The scheme does not lay down salaries in detail above these scales, but permits the employing authorities to grade inspectors who have special responsibilities other than the inspection of meat and other foods and are qualified to perform them. Under this provision, salaries of Grades V (£595–£645 outside London) to VII (£710–£785) are not infrequently paid to chief or senior inspectors and V and VI (£670–£735) to specialised or supervisory inspectors under a chief. Some authorities pay their Chief Sanitary Inspector higher scales reaching Grade X (£895–£1,025) and a few go outside these scales and reach a figure, in the case of two chief sanitary inspectors, of £1,350. We have not felt called upon to make a study of the salary scales in comparable employments, and we can only record our belief that this is a factor in the decline of recruitment and one that merits attention by the appropriate bodies.

Status and Designation

170. As regards status it has been represented to us that one of the factors adversely affecting recruitment is the relatively low esteem in which sanitary inspection is held by some members of the general public in comparison with other careers open to young men with comparable academic attainments.

* We understand that higher gradings for London and certain other large towns have just been approved.

It is argued that both the words in the designation "sanitary inspector" give rise to misconceptions as to the true character of a sanitary inspector's responsibilities. The word "sanitation", it is said, though, as a matter of etymology, it means the same as "health", has in popular parlance come to be connected with drains, sewers, water closets and the like, and to bear that restricted meaning; and this, it is argued, leads to a quite inadequate and partial view of the wide scope of the work of these officers. Secondly, it is suggested that the term "inspector" is now commonly associated with work of a very specialised type, such as that of gas inspector or ticket inspector, and that this also leads to a misconception of the wide range of functions which fall to the lot of a sanitary inspector. A matter such as this is not susceptible of direct proof, but the evidence we have received does suggest that recruitment may be affected to some indefinable extent by the present designation. We see nothing intrinsically improbable in the idea and as a possible factor in recruitment we have thought it to fall within the scope of our inquiry.

171. In recent years the process of inventing a new name or designation to take the place of one which is thought to be derogatory has been carried very far and in the absence of solid reasons for a change we should be most reluctant to suggest any further moves in that direction. Moreover it is to be remembered that the term "sanitary inspector" is itself comparatively new in most parts of the country. The Public Health (Officers) Act, 1921, substituted it for "inspector of nuisances" as the general statutory designation, though in London the term sanitary inspector had been employed since 1891 and it was also used in a number of local Acts. None the less we agree that the present-day meaning of "sanitation" and "sanitary" is more restricted than it was a century ago. When in 1872 Disraeli in a public speech recalled the quip "*Sanitas sanitatum omnia sanitas*", he added, "After all, the first consideration of a Minister should be the health of the people"; and the phrase "the sanitary idea" associated with Edwin Chadwick and his colleagues connoted more than sewers and water carriage, important though they were. Again the Sanitary Act of 1866 and earlier Acts bearing similar titles were replaced by Public Health Acts and both in the language of the legislature and elsewhere "public health" has replaced "sanitation" and "sanitary" in this connection. And while the meaning of "sanitary" has become narrower, the scope of the sanitary inspector's duties has broadened and the word has thus become something of a misnomer. For this reason we consider that a case for substituting "public health" for "sanitary" in the designation has been made out and we are in favour of the change.

172. As regards the word "inspector" we take a contrary view. There are inspectors of many kinds and in the service of many types of employers—Government, local government, public corporations and so forth. The functions of some are more varied and more important than those of sanitary inspectors, those of others less. In the term itself there can be nothing derogatory and it happens to describe more accurately than any other single word the principal duties of the officers in question. The only alternative suggested to us, that of "officer" is much less precise and the designation "Public Health Officer" might well lead to confusion with other officers in the Public Health Department of a local authority. We recommend accordingly that the present designation should be replaced by that of "Public Health Inspector".

173. The influence upon recruitment of the length and inconvenience of training are discussed in the next chapter.

Summary of Recommendations

174. (i) The normal standard of preliminary education required of recruits to sanitary inspection should be the General Certificate of Education at Ordinary level in four subjects, to include English, Mathematics and a scientific subject. (Paragraph 157.)

(ii) Entrants from trades and crafts should be required to have reached the same standard of education as other entrants, but should be allowed to 'demonstrate their attainment of that standard by taking examinations suited to older men. (Paragraph 164.)

(iii) The examining authority should give special attention to the problem of Royal Naval sick berth attendant ratings wishing to qualify as sanitary inspectors while in the Navy. (Paragraph 161.)

(iv) Subject to the essential needs of the local government service, the examining authority should endeavour to meet the requirements of non-commissioned officers who have qualified as Hygiene Assistants or Hygienists while in the Army and Royal Air Force and who wish to qualify as sanitary inspectors after discharge. It may be necessary for the War Office and Air Ministry to amend their own training courses for this purpose. (Paragraph 162.)

(v) The designation of a sanitary inspector should be altered to "Public Health Inspector". (Paragraph 172.)

CHAPTER IV

TRAINING

175. We have discussed the sources from which sanitary inspectors are drawn and the requirements in the way of ordinary schooling which they must satisfy before beginning vocational training for their chosen calling. In the present chapter we go on to discuss this training leading up to the stage at which a young man is legally qualified for appointment as a sanitary inspector.

176. The training of a sanitary inspector is primarily directed to two examinations:—

- (i) the basic examination of the Royal Sanitary Institute and Sanitary Inspectors Examination Joint Board, and
- (ii) the Royal Sanitary Institute's examination for inspectors of Meat and Other Foods.

Success in the first of these examinations is by statute obligatory in London. Elsewhere it is a condition of the contribution payable by county councils to county district councils in respect of the sanitary inspector's salary; in county boroughs it is insisted upon in practice. Success in the Meat and Other Foods examination, though not obligatory, is generally regarded as necessary in practice.

177. As a condition of admitting students for examination the Examination Board insist upon certificates of compliance with their regulations, which cover not only preliminary schooling, but also theoretical instruction at technical institutes and some degree of practical experience. In this chapter we describe these requirements in detail, set out the information we have been able to obtain about the way in which they are complied with in practice, and discuss their adequacy.

Requirements of the Examination Board

178. Up to the end of 1952 the Examination Board's regulations required that a candidate for examination should:—

- (i) have regularly attended a course of lectures or demonstrations approved by the Board, and
- (ii) have either
 - (a) held for one year paid office as surveyor, assistant surveyor, sanitary inspector (i.e. unqualified), assistant sanitary inspector or health visitor under a local authority,
 - or (b) have worked full-time in a public health department for 250 days spread over not less than 1 year, and have received instruction during that time in all branches of the work and duties of a sanitary inspector for not less than 300 hours,
 - or (c) have had continuous practical experience during at least 3 years in approved building crafts, and have worked full-time for 125 days in a public health department, over a period of not less than 6 months and have received instruction during that time in all branches of the work and duties of a sanitary inspector for not less than 150 hours.

Theoretical Training

179. Courses of lectures and demonstrations—"theoretical training"—have at present been approved by the Board at thirty-four technical institutes. The instruction given is, with one exception referred to later in paragraph 197, part time, that is to say it takes place in the evening or on one or two days a week so that students attending the course may be at the same time gainfully employed. Before the war most of the courses lasted one year, but this was generally felt by students and teachers to be too concentrated and many students went through the course more than once. Following representations by technical institutes and others to this effect the Board accordingly ceased from 1951 to approve courses of less than two years duration. A number of two year courses had in fact been in operation before that date. The following figures indicate that a substantial number of students spent more than the minimum of one year on their training but it cannot be said how many of these attended a longer course and how many (probably the majority) returned for more training after failing in their first attempt at the examination. These figures relate to candidates who entered training after 1945 and show in percentages what proportion of them spent various periods of time in training.

TABLE 37
LENGTH OF TRAINING

	Per cent.
1 year and under	43·6
2 years	47·1
3 years	6·3
4 years	1·9
5 years and over	1·1
	<hr/> 100 <hr/>

180. To give some indication of the manner in which theoretical instruction is given, we take two typical courses as examples ; in one of them instruction is given from 6.30 p.m. to 8.45 p.m. on three evenings a week. The first year covers:

Statutes and Orders	Nine lectures
Inspections and Administration	Twelve lectures and demonstrations
Flies, Pests and Vermin	Seven lectures and demonstrations
Building Construction and Sanitation	Eighteen lectures and demonstrations
Air, Ventilation, Warming and Lighting	Twelve lectures and demonstrations
Food	Seventeen lectures and demonstrations
Water	Ten lectures and demonstrations
Statistics	Three lectures

The second year covers:—

Inspection and Administration	Twenty-five lectures and demonstrations
Office Routine	Three lectures
Drainage, Sewerage and Sewage Disposal	Eighteen lectures and demonstrations
Collection and Disposal of Refuse	Six lectures and demonstrations
Prevention of Infectious Diseases	Six lectures and demonstrations
Food	Twenty-eight lectures and demonstrations

In the other course, the instruction occupies the whole of one and a half days a week and covers similar ground ; lectures are, with short breaks, from 9.0 a.m. to 5.0 p.m. and demonstrations on the half days from 2.0 p.m. to 5.0 p.m.

181. This system was working with reasonable success up to the outbreak of the last war but even at that date the Examination Board were considering a problem thrown up by "the lack of knowledge shown by students of subjects which should have been studied before the student took up specialised training ; these subjects include . . . elementary science and mathematics, draughtsmanship, building construction and plumbing."* In 1938 the Board received a report on this problem from a committee of their members appointed to investigate the subject, which recommended that all candidates should be required to take, in addition to the sanitary course proper, the first two years of a course leading either to the National Certificate or Diploma in Building or the Certificate of the City and Guilds of London Institute of Plumbing. The object was to "ensure in a practical manner, the possession by students before they take the special sanitary inspectors' course of a reasonable knowledge of mathematics, general elementary science, draughtsmanship, building and plumbing, since all these are included in the course unless the student has already studied them."

182. In July, 1947, the Examination Board after further consideration of the recommendations made to them by their committee in 1938, gave notice of the introduction as from 1st January, 1953, of an additional Regulation requiring that the candidate must—

- (iii) have "attended the first and second years of a senior course approved by the Ministry of Education for the award of the National Certificates or Diplomas in Building, or a special course in sanitary science approved by the Board."

No special course in sanitary science has yet been approved by the Board, and the courses now in operation which satisfy this requirement are building courses. These are three year courses intended for building technicians and it will be observed that sanitary inspectors are required to attend part only, viz., the first two years. In addition to building proper, the courses include instruction in mathematics, chemistry, physics, mechanics and drawing, and, while not designed for sanitary inspectors they are expected by the Board to provide a useful introduction to the study of sanitary inspection. Instruction is given part-time in technical institutes in the same way as for the sanitary inspection course and it is usually practicable for a student to take both at the same place, proceeding to the sanitary inspection course without a break after completing the two years of building course. The latter includes an examination which is not set by the Examination Board but which students are required to pass.

183. This change is of a far-reaching character as it precisely doubles the time required to be spent on study for the Board's examination. In 1950 the ground could be covered in one year, though many students, as has been seen, took longer. In 1951 this was raised to two years, and now it is four. In each case if the student proceeded, as most do, after taking the Board's examination to work for the Royal Sanitary Institute's Certificate in the Inspection of Meat and Other Foods, another year must be added to these figures. As the change to a four-year course is so recent it has not been possible for us to assess its ultimate effects, but, as has been pointed out, its approach coincided with a sharp drop in the number of enrolments by students.

* Written evidence submitted by the Examination Board.

Practical Training

184. Of the alternative requirements of practical training, the first, one year's employment as surveyor, sanitary inspector, assistant sanitary inspector or health visitor is relatively unimportant and dates, apparently, from the days when many unqualified men were employed as sanitary inspectors. Its chief value today is in the exemption from specific practical training which it affords to members of the allied calling of surveyor who wish to obtain the qualification as sanitary inspector in order to hold a joint appointment. Some student sanitary inspectors are appointed "Assistant Sanitary Inspector" and might satisfy this and the second requirement at the same time. The second and third requirements differ little from each other except that the period of practical experience in a public health department is six months for an experienced building craftsman and twelve for anyone else. Since, however, the theoretical training, which is usually concurrent, takes much longer than this, most students in fact do more than the required period of practical training and the stipulation as to its length will not often be the governing factor. The required experience in a local authority's public health department, however, whether of six or twelve months duration, or longer, may in practice assume a number of very different forms.

185. Student sanitary inspectors who satisfy the Board's regulations by a period of employment in a local authority's public health department may fall into any of the following main classes:—

- (i) Pupils engaged and paid as such by a local authority, who may incidentally do some useful work for their employers but whose main purpose is to learn sanitary inspection.
- (ii) Clerks employed and paid by a local authority to do an ordinary clerical job in the public health department, who decide, perhaps after beginning such work, to go in for sanitary inspection, and arrange with their authority to be given some instruction which will not seriously interfere with their work.
- (iii) Students who at some time during or after their academic training arrange to spend the qualifying period in a public health department without payment.

186. The Board's regulations concerning practical training require a certificate to the effect that the candidate has not merely been employed for the requisite period but has "received instruction during that time in *all* branches of the work and duties of a sanitary inspector for not less than" a stated number of working hours, 300 in the case of the 12 month period and 150 in the case of the six months, i.e., slightly more than one hour a day, assuming (as the Board does) a year of 250 working days.

187. We are satisfied that in practice the training received in compliance with these regulations varies enormously in value and that in the worst cases it is little more than perfunctory and does not give even the keenest and most intelligent student a chance to pass the examination. We have been much struck by the high percentage of failures and also by the fact that a number of authorities have relatively very few failures from among the students trained with them. Of the authorities whose students are less successful some fall short through not being able to provide in their areas adequate practical experience of all branches of a sanitary inspector's work, e.g., many small authorities have no slaughterhouse in their area, while others

fail through not having on their staff an experienced inspector who is able or willing to give useful guidance and instruction to students. We have been informed of cases where apparently bright students have failed repeatedly to pass the examination and have eventually passed creditably after transferring to another local authority where the experience was wider or the chief inspector had more time or interest to offer. In one rural district which was visited the sanitary inspector held a number of other appointments under the council and gave little time to sanitary inspection. Of four students who had served in his department, one had managed to qualify, two had failed and abandoned their studies and the fourth had transferred to another authority. By contrast, in a county borough employing 15 inspectors, students are recruited as such from the local grammar school, being interviewed by a committee before selection. They are articled for five years during which they are paid the salary scale of a general division clerk. Those trained in recent years have all been successful in the examination. Neither of these two authorities is in any way exceptional and we quote them as typical examples of the conditions we have found. A young man starting in life cannot be expected to know which authorities will give him valuable training and he might well suppose that any who comply with the regulations will give him what he needs. We have come to the conclusion that the regulations as at present drawn do not ensure that result.

Meat and Other Foods

188. After passing the qualifying examination of the Board and obtaining the employment for which it qualifies him, the new sanitary inspector usually proceeds at once to study for the Royal Sanitary Institute's examination in the Inspection of Meat and Other Foods. This examination is not required by statutory regulations but the following figures indicate the extent to which it is taken as a matter of course and as soon as possible after the basic examination. Its origin and the question whether it should be continued as a separate examination are discussed in the next chapter.

TABLE 38
TIME OF TAKING MEAT AND OTHER FOODS EXAMINATION

Period when Basic Examination was passed	Interval between passing basic examination and Meat and Other Foods examination; Number of Inspectors :—				Total
	Less than 1 year	1–3 years	Over 3 years	Certificate not obtained	
Before 1926 ...	40	259	226	204	729
1926–1929	19	167	58	46	290
1930–1936	59	563	171	120	913
1936–1940	18	413	303	132	866
1946–1951	30	674	15	653	1,372
Total ...	166	2,076	773	1,155	4,170

TABLE 39

TABLE 38 EXPRESSED IN PERCENTAGES OF EACH PERIOD'S INTAKE

Period when Basic Examination was passed 1.	Interval; percentage of Sanitary Inspectors				Total 6.
	Less than 1 year 2.	1-3 years 3.	Over 3 years 4.	Certificate not obtained 5.	
Before 1926 ...	5.5	35.5	31.0	28.0	Per cent. 100
1926-1929 ...	6.5	57.6	20.0	15.9	100
1930-1935 ...	6.5	61.7	18.7	13.1	100
1936-1940 ...	2.1	47.7	35.0	15.2	100
1946-1951 ...	2.2	49.1	1.1	47.6	100

189. The figures for 1936-40 will have been strongly influenced by the number of sanitary inspectors whose training was interrupted by the war. Figures for 1946-51 include inspectors who had not had time to take their Meat and Other Foods Certificate when our questionnaire was issued in October, 1951. These figures will also no doubt have been influenced by the difficulty in obtaining slaughterhouse experience which has resulted from the concentration of slaughtering during and after the war into some 500 slaughterhouses. Subject to these considerations, the trend appears to be for an increasing number to take this examination from one to three years examination require that a candidate shall:—

190. The regulations of the Royal Sanitary Institute governing this examination require that a candidate shall

- (a) Already be qualified as a sanitary inspector or a veterinary surgeon ;
and
- (b) Have completed an approved course of lectures and demonstrations ;
or
- (c) With the Institute's approval, have had training at an approved slaughtering establishment.

The approved courses are similar to those for the basic qualification and normally take one academic year, i.e., from September to May. They include a number of demonstrations at slaughterhouses, but the evidence we have received indicates that a candidate has little chance of satisfying the examiners unless these formal demonstrations are supplemented by a good deal of practical experience obtained in the course of, or in connection with, the candidate's employment as a sanitary inspector. Sanitary inspectors employed by authorities who have no duties in connection with slaughterhouses will accordingly be at a disadvantage.

191. The examination was instituted as a specialist examination to be taken by a minority of sanitary inspectors with exceptional responsibilities for food inspection, and this view of it is still held in some quarters. It is true that the syllabus for the basic examination includes a knowledge of meat and other food inspection and that candidates for the basic examination are in fact examined in these subjects though to a less advanced standard.

We comment on the two examinations more fully in the next chapter. Here it suffices to state our opinion that in practice the meat and other foods is not a specialist examination and that the present tendency of newly qualified sanitary inspectors to sit for it as soon as possible after qualifying, and whether they intend to specialise or not, is justifiable on grounds of public advantage; in our view the training for this examination must accordingly be considered as forming part of the normal training of a sanitary inspector.

Duration of Training

192. The vocational training now, in 1953, undergone by sanitary inspectors accordingly consists of the following:—

- (i) Theoretical course in building two years
- (ii) Theoretical course in sanitary inspection two years
- Total four years
- (iii) Practical training, which may be concurrent with the above, either:
 - (a) One year's employment as surveyor, health visitor or unqualified sanitary inspector
or
 - (b) One year's work in a public health department
or
 - (c) Six months' work in a public health department following three years' work in approved building crafts.
- (iv) After qualifying as an sanitary inspector, and usually concurrent with employment as such, theoretical and practical training in meat and other foods inspection one year
- Grand total five years.

A student must thus be under vocational training for at least four years before he can be employed as a sanitary inspector and for at least five years before he has the full set of qualifications which most sanitary inspectors and employing authorities, and we ourselves, consider requisite for the proper performance of his duties as an ordinary unspecialised inspector.

Difficulties of Students

193. We have already referred to the difficulty students must have in choosing for their qualifying period of practical experience an authority in whose service they will obtain instruction of real and comprehensive value. Another difficulty of students in the service of some authorities is the distance they must travel to get their theoretical training at one of the 34 technical institutes whose courses have been approved by the Board. The extent of these difficulties is indicated in the following table:—

TABLE 40
DISTANCE REGULARLY TRAVELLED TO TRAINING CENTRES

	Up to 6 miles	6–19 miles	20–50 miles	Over 50 miles
Percentage of present inspectorate	Per cent. 39	Per cent. 31	Per cent. 20	Per cent. 10

194. Some students living in remote places have gone into lodgings in the town where courses are held, and obtained their practical experience either before or after. Such an arrangement cannot be regarded as a good one. In the first place it loses the advantage of doing practical and theoretical work at the same time, and in the second it raises the problem of finance. A student who is not employed in a public health department while doing his theoretical work can only live (in the absence of private means) either at his own or his parents' expense or by obtaining some other employment not connected with public health work and not contributing to his prospects of passing the examination. In general one may say that the student living at a distance from any of the towns where approved courses are provided, and unable to obtain employment as a pupil at some better situated place, is at a real disadvantage. We know that a number of potential recruits have been deterred by these obstacles and permanently lost to sanitary inspection. These difficulties are not, of course, peculiar to students of sanitary inspection, but they must be borne in mind if it is desired to increase the supply of students.

195. We believe that if the recommendation we make later in this Chapter for the concentration of practical training at a smaller number of places is put into effect, these difficulties will be substantially reduced. Short of this, they could be mitigated by an extension of the system whereby part-time theoretical training is confined to one or two whole days a week instead of being spread over four or five evenings.

Full Time Courses

196. Before leaving the subject of training, reference must be made to one exceptional course which has been in operation in recent years at the Royal Technical College, Salford. Towards the end of the late war it was realised that there would be a serious shortage of sanitary inspectors on its conclusion; there would also, of course, be a number of competent young men leaving the Forces with no fixed ideas as to their place in civil life. Accordingly a special scheme of entry into sanitary inspection was prepared for men from the Forces comprising a reduced period of intensive training, and coupled with financial assistance from the Exchequer. Candidates were carefully selected by interviewing boards. Courses were arranged at some sixteen centres and the co-operation of neighbouring local authorities was enlisted. Lasting roughly a year, the course occupied the whole of a student's time, either on lectures or demonstrations or in visits to local authorities. A certain amount of practical work was thus included, but the students were not employed by these local authorities and, as they visited more than one during the short period of training they were apt to be onlookers rather than participants. The arrangement included grants to cover students' living expenses while training. During the years 1946 to 1951 some 740 inspectors, amounting to 56 per cent. of the total entry, were recruited and trained in this way.

197. These special courses have now ended but a somewhat similar course has been established, without specific Exchequer support, at the Royal Technical College, Salford. This course only began in 1950 and it has not yet been possible to assess its results. It is, however, an interesting experiment, as an alternative to the normal system, and when the College was visited by members of the Working Party in December, 1951, twenty-five students were under instruction. The duration of the course is two years,

and during this period the whole of the student's working time is devoted to instruction, so that it is not possible for him to be gainfully employed. The first year, comprising thirty-two weeks, is devoted entirely to lectures and demonstrations ; in the second year, students are placed in the public health departments of a number of co-operating local authorities in order to secure their qualifying practical experience, but return to the College for theoretical revision one day a week for thirty-six weeks. Under the Examination Board's new regulations (see paragraph 182 above), students taking this course must also take the two year building course. Students are not paid for their work with local authorities. Some of them are being maintained by grants from their own local education authorities, some are paying their own way, some receive a grant which covers only a part of their expenses.

198. As we have said, it is too early to express an opinion on this course. We have been told by students who have taken it, or one of the post-war courses on which it is founded, that theoretical study is easier when carried on as a major occupation and in close contact with other students. It is true also that since the practical training is arranged by the college, and can be relied upon to be serious and comprehensive, the students are less at the mercy of chance than those making their own arrangements. On the other hand, as we have pointed out in the case of the post-war courses, the connection between the student and the local authorities that he visits is much looser, and briefer, than it would be if he were in the employment of a single, or perhaps two, authorities, whether as clerk or pupil, and his actual participation in the work of sanitary inspection is likely to be less effective. Moreover, theoretical work cannot mean so much to students who have not yet had experience of its practical application. As at present advised we are inclined to believe that instruction on this system is inferior to the system of pupillage combined with simultaneous part-time theoretical study. There might, however, be a useful opening for an intensive course covering the ground in a shorter period than under the normal system, to meet the special needs of those older recruits to sanitary inspection, such as merchant navy officers, whose circumstances make it impracticable for them to attend a normal course extending over several years.

University Courses

199. One witness who appeared before us, a Professor of Public Health, suggested that full-time university courses, leading to a degree in sanitary science, should be provided in addition to the training facilities now available for sanitary inspectors ; and that such courses might be organised by the Departments of Preventive Medicine which now exist in the majority of universities in this country. In the Second Report of Expert Committee on Environmental Sanitation (W.H.O. Technical Report No. 47), it is stated that "in many countries the health inspector is a well-established public officer whose contributions to the sanitary improvement of these countries have been invaluable and have been spread over a century of effort. It is felt in many quarters that some prospect of advancement should be offered to this highly-trained type of person. Consideration may have to be given to the creation of higher posts in this group for the most capable who may graduate in sanitary science or hygiene at university level". University degrees for non-medical workers in this field are already obtainable in South Africa and in the United States of America. This is a matter which will no doubt have to be carefully considered by the examining authority in the future.

Different Forms of Training Discussed

200. Leaving out of account the unique and not yet fully tried Salford system, the main comparison in systems of theoretical instruction is between the system now required by the Examination Board, taking four years, and the former two-year system. We do not doubt that the Board is right in increasing the length of the course, but we are not convinced that the system adopted by them is the best one. The building courses now being taken in students' first and second years include much general scientific work of undoubted value; it is also, of course, necessary that a sanitary inspector should have a good knowledge of building, and this is now provided. The building courses are not, however, specially designed for sanitary inspectors, and we believe that if this subject were included in a comprehensive course designed solely to meet the needs of sanitary inspectors the ground could be covered in a shorter period without omitting anything of real value.

201. We have already made the point that after obtaining the basic statutory qualification the majority of sanitary inspectors now proceed to take the examination of the Royal Sanitary Institute for Inspectors of Meat and Other Foods and in the next chapter we give our reasons for thinking that the subject matter of that examination constitutes an essential part of the equipment of a sanitary inspector. We are accordingly of opinion that the course for the statutory qualification should include instruction in meat and food inspection up to a standard not lower than that now required for the separate examination. We think that by a careful arrangement of the scheme of study a continuous course of four years could be made to cover such matters now included in the building course as are necessary for sanitary inspectors as well as the ground now covered by the course for the basic examination and the course for the Meat and Other Foods examination, which at present occupy in all five years. The present basic course includes much instruction in meat and other food inspection, so that our proposal amounts rather to a raising of the standard than to the introduction of entirely new topics into the syllabus. We are satisfied that there is a limit to the amount of time a young man is willing and able to spend in preparing himself for sanitary inspection and from the point of view of national economy too long a period of training has disadvantages no less than one which is too short.

202. Turning to practical training, we find that much wider variations have existed in the type of instruction being received by different students at the same time. Theoretical training has been closely regulated and if a student attends one of the 34 approved courses he can be reasonably confident that so far as that part of his instruction is concerned he will be enjoying very much the same advantages as all other students working for the same examination. As regards practical training this is not so and we have drawn attention above to evidence that some authorities provide much better training than others; we have also indicated that variations exist not only in the ability of different authorities to give training but also in the status of students. Existing arrangements of practical training include:—

- (i) Paid pupillage, where practical instruction is the pupil's main activity.
- (ii) Paid work in a health department with practical instruction fitted in as a secondary activity.
- (iii) Unpaid attachment to a health department.

All three forms of training could be further subdivided according to length, whether or not concurrent with theoretical instruction, and to the type of local authority with whom the training is obtained.

Paid Pupillage

203. A number of authorities at present offer paid positions to young men as student or pupil sanitary inspectors, a system we refer to in this report as pupillage. The period of pupillage is normally four years, corresponding to the period of theoretical instruction, which is intended to be concurrent, and also to the period between leaving school at about 17 and attaining the age of 21 required of candidates by the Board's regulations. Pupils are paid at the rates applicable to junior clerks, but are engaged first and foremost on work of an instructive character. It is no doubt the case, especially after they have made some progress, that they will be able to do work of some value to their authority and it is indeed desirable in their own interests that as far as they are fitted to do so they should actually work themselves and not merely watch others or listen to descriptions. Thus, though their employing authority will not expect to get as valuable a day's work from them as from one who is a clerk pure and simple, they will by no means be completely useless during their training period. The important point in their status as pupils is that priority is given to their instruction. An agreement is commonly entered into in which the pupil is promised a thorough training and undertakes that after passing the qualifying examination he will offer his services to the local authority as a sanitary inspector for a stated period, often for two years.

204. Our observations and the evidence we have received lead us to the conclusion that the best training is obtained by those students who are engaged by a local authority specifically as pupils or student sanitary inspectors, and this for two separate reasons. First, the local authority offering employment to pupils has faced the fact that they are there to learn, and may, therefore, be expected to see that their time is properly devoted to that object; such authorities will be interested in the examination success of the pupils they have chosen to introduce into their service. Secondly, paid positions for pupils are in the main only offered by local authorities who are in a position to give instruction of real value, and not by authorities whose work is of limited variety. We believe the latter point is the major one, that is, that it is of greater importance for a student to train with the right authority than to be a pupil. Under a well conducted and conscientious authority we believe that valuable training can be obtained by a student who is employed primarily as a clerk doing work of direct utility to his council and obtaining his instruction when he can, but we are satisfied that even under the best authority pupillage is better. Under an authority whose senior inspectors are unable or unwilling to give full and proper training, a student will do himself little good, whatever his status.

Approved Authorities for Training

205. The Examination Board at present goes to some trouble to satisfy itself as to the adequacy of courses of theoretical instruction before giving them its approval and we think the time has come to apply the same discrimination to the places of practical training. We recommend accordingly that the regulations of the examining authority relating to practical training should specify a period in the service of an approved local authority and that before approving a local authority for this purpose the examining authority should satisfy itself:—

- (a) that the authority, either by itself or with the co-operation, under standing arrangements, of the authority of a nearby area of a different type, is able to provide ample experience in all aspects of the work of a sanitary inspector, performed in accordance with good contemporary standards;
- (b) that the arrangements will ensure that students will spend sufficient time on all aspects of the work;

- (c) that the Chief Sanitary Inspector will be personally responsible for seeing that adequate time and attention is given to the students by persons competent to instruct them.

206. At present a local authority usually introduces a scheme of pupillage as a means of obtaining a good type of recruit for its own service and is prepared for this reason to pay a wage which, at any rate at first, is considerably in excess of the value of the work being done by the student. A number of authorities who are in a position to give first class training do not take pupils because they have no difficulty in attracting good qualified inspectors. If, as we recommend, paid pupillage becomes the normal system of entry and at the same time training is restricted to a limited number of authorities, it follows that these authorities will be put to the expense of training sanitary inspectors for employment elsewhere and will thus, in many cases, derive little or no benefit themselves from the money they spend in wages. There would have to be a financial adjustment to spread the burden, but this is not a new problem. We understand that arrangements are being negotiated for sharing the cost of training midwives, a task similarly assumed by a limited number of local health authorities for the benefit of all, and we have no doubt that local authorities will be able to reach agreement on a similar scheme for sanitary inspectors. As the working out of a detailed scheme among the large number of authorities concerned may take some time, we think it might be left to the examining authority to bring in paid pupillage as the sole acceptable form of training when a sufficient number of places for pupils has been established.

207. In the meantime, until these arrangements are complete, the alternative method of employment as a clerk in the public health department of an approved local authority might well be continued as an interim measure; the system of approved training authorities can reasonably be expected to ensure that the student's training is taken more seriously than is sometimes the case at present.

Duration of Practical Training

208. The actual duration of practical training is normally greater than that required by regulations. If, as we recommend, the normal course of theoretical training is fixed at four years we have assumed that practical training would extend over the same period, and we think this should be required by the examining authority's regulations. Should, however, a shorter period of theoretical training be considered in the case, for example, of any special arrangements made for entrants from the Forces or Merchant Navy we see no objection in principle to a shorter period of practical training. The two things must be considered together.

Central Interviewing

209. It has been suggested to us that with a view to eliminating unsuitable candidates and preventing them from wasting their time on an unattainable ambition, there should be some form of central interviewing before a student begins his training. This system existed in the special post-war course for the good reason that Exchequer money was being spent on the course. If, as we contemplate, future students will not be directly financed from central funds, we see no reason why the system of selection should be centralised. Each approved training authority must have the right, in the normal course, to reject an applicant for pupillage on the ground of unsuitability. Should a man be rejected by one training authority, however, there will be nothing to stop him having a second attempt with another authority, and we think it desirable that this second chance should be retained. The task of interviewing boards is notoriously difficult and we think it unnecessary and undesirable that a young man who is on one occasion unsuccessful in an interview should be forever barred from sanitary inspection. We therefore do not recommend any form of central interviewing.

Registration of Students

210. There is, however, another way in which we think a central authority could usefully concern itself in the admission of students. In Scotland, a student sanitary inspector, at the beginning of his studies, is registered as a student with the Scottish examination authority. To secure registration he need only provide evidence of having had the prescribed preliminary education, and forward a form of application attested by the sanitary inspector under whom he is to obtain his practical training. This system provides some safeguard to a student in that it brings the regulation to his attention at an early stage and if there is any defect in his preliminary education which would debar him from examination he will be informed of it at that stage instead of at the time of examination. It also emphasises his status as a man under instruction. From the examining authority's point of view it is no doubt useful to have reliable particulars of the men under training at any given time. We recommend this system for adoption here.

First Employment

211. Under any system of training it must be the case that only by actually doing the work can real competence be acquired. We have recommended an improved system of training for sanitary inspectors but we do not flatter ourselves that a young man who has been trained in this manner and duly passed his examination will be a thoroughly competent sanitary inspector on the first day of his employment as such. Normally his first employment will be with an authority having a number of sanitary inspectors on its staff and he will be able to look to his more experienced colleagues for a measure of guidance in his more difficult tasks. A minority of newly qualified sanitary inspectors, however, have obtained their first employment with a small authority employing only one inspector. Of the sanitary inspectors now employed who answered our questionnaire 351 told us that their first employment as a sanitary inspector was of this nature. We are convinced that the position of sole sanitary inspector to a local authority is far too responsible a one to be held by a man without experience and we accordingly recommend that the Minister's regulations should prescribe that the qualification for appointment as a sanitary inspector under an authority which employs only one sanitary inspector shall be the certificate of the examining authority plus not less than two years employment as a qualified inspector.

Recommendations

212. Our recommendations regarding training can be summarised as follows:—

- (i) Theoretical instruction should normally comprise a four year course including instruction in meat and food inspection to a standard not lower than that now required for the Certificate for Inspectors of Meat and Other Foods. (Para. 201.)
- (ii) Practical training should be obtained in the service of local authorities approved for the purpose by the examining authority and should be taken concurrently with theoretical training. (Paras. 205, 208.)
- (iii) The system of paid pupillage should be extended with the prospect of its ultimately becoming universal. (Para. 204.)
- (iv) Student sanitary inspectors should be registered by the examining authority but not selected by it. (Para. 210.)
- (v) A sanitary inspector should not be eligible for appointment by an authority which employs only one inspector until he has had two years' experience as a qualified inspector. (Para. 211.)

CHAPTER V

EXAMINATIONS

213. As we pointed out in the previous chapter, there are two examinations which most sanitary inspectors take at the outset of their career, (a) the basic examination of the Examination Board, and (b) the Royal Sanitary Institute's examination for Inspectors of Meat and Other Foods. Many sanitary inspectors also sit for the Royal Sanitary Institute's examination for Smoke Inspectors at a later stage in their career. In this chapter we describe the conduct of these three examinations, give certain statistics in respect of them and develop the view that the first two ought to be combined. We also refer briefly to other examinations taken by sanitary inspectors.

The Basic Examination

214. The examination conducted by the Examination Board, referred to in this report as the Basic Examination, is the examination which qualifies a person to be appointed a sanitary inspector in England and Wales. In Metropolitan Boroughs it is a statutory requirement, in non-County Boroughs and County Districts it is a condition of grant, and in County Boroughs it is in practice now always insisted upon. The legal position is set out more fully in Chapter II; here it is only necessary to repeat that the status of this examination derives from its having been prescribed in regulations by the Minister of Health. The regulations of the Examination Board, which have already been referred to in the last two preceding chapters in connection with preliminary education and training, lay down a syllabus for the examination which is set out in Chapter II, Part II above.*

215. The syllabus in terms covers the whole field of a sanitary inspector's work, but the relative weight given by the examiners to each aspect of the work and the degree of knowledge required to satisfy them on each is, as is almost inevitable, left undefined and can only be ascertained by a study of the way in which the examinations are conducted. We accordingly witnessed the examinations in progress on two separate occasions, inspected a number of examination papers, and spoke to a number of students and newly qualified sanitary inspectors. We enjoyed the further advantage that two of our members have on many occasions themselves acted as examiners for the Board.

216. The Basic Examination occupies one whole day and parts of two others and is held several times a year in London and the provinces. In 1952 it was held as follows:—

March—Plymouth.

April—Newcastle.

May—Manchester.

June—Leeds.

July—London.

November—Liverpool

December—London.

The order of proceedings at each examination is:—

Thursday afternoon—Practical inspection and report.

Friday morning and afternoon—Two written papers.

Friday evening—Examiners' meeting to mark papers.

Saturday morning—Oral and practical examinations and final assessment of candidates.

* Paragraph 30.

217. For the practical inspection, candidates are divided into two or three parties and conducted by the sanitary inspectors of a co-operating local authority to certain typical premises in the area, one party to each place. The premises might be a dwelling house, or a common lodging house, or a bakery, ice-cream factory or other place where food is prepared, and an hour is allowed for its inspection. The candidates then return to the examination hall and each writes a report on the premises he has visited, as though he were a sanitary inspector reporting on it to his authority ; for this another hour is allowed. We consider this a valuable practical test, calling into play the candidate's powers of observation, knowledge of the law and practice relating to the type of premises visited and ability to construct a clear and comprehensive report, which is not quite the same thing as answering a specific question in an examination paper. We consider that the value of this test is somewhat lowered, however, by the fact that the reports are marked by examiners who have not seen the premises reported on. An examiner's only guidance is a model report on the premises prepared by one of the local inspectors and we were not surprised to find that these vary greatly in thoroughness and presentation. We do not consider it appropriate that the thoroughness and accuracy of a candidate's report should be judged by reference at second hand to the remarks of a local inspector who has not been selected as a fit person for the responsible duties of an examiner, and our opinion is that the examiners themselves ought to inspect the premises used for this test.

218. There are two written papers, taken on the morning and afternoon of the second day. In each paper the candidate is required to answer six questions out of seven and has three hours in which to do so. One of the questions, involving scale drawing, is compulsory and carries more marks than the others. Candidates are not, however, permitted to use drawing instruments. There does not appear to be any difference in character between the two papers ; indeed the questions are numbered consecutively throughout ; it is in effect one six hour paper with a break in the middle.

219. The Examination Board has a panel of examiners, consisting of medical officers, sanitary inspectors, architects and engineers, in all about a hundred persons. From time to time up to a dozen members selected from the panel are invited to attend an examination, for which they receive expenses but no fee. The whole body of examiners on the panel are invited to submit questions for future papers and these are passed round by post to selected members of the panel for comment. In the light of any comments made by these members it has hitherto been the custom for the secretary of the Board to select fourteen questions for each examination. We understand that the Board have just made a change in the final stage of this system and that examination papers are now to be compiled by a small committee of examiners instead of the secretary.

220. For the oral and practical examinations, which take place on the final morning, the examiners are divided into teams of three, usually consisting of a medical officer, a sanitary inspector and an engineer or architect. The teams sit at tables round one large room. In the centre of the room there are other tables containing specimens of meat and tinned food. The teams are so arranged that candidates are examined by the examiners who have marked their written work, and the examiners have the marks and papers before them. Candidates are questioned by each of the team of three examiners in turn and then taken by the sanitary inspector member to the meat tables and required to identify different meats and organs, and evidences

of disease. Finally the examiners confer together and decide whether to pass or fail the candidate. In the case of a bad failure they may recommend that he be not examined again until after a stated period or after specified further study. Otherwise a candidate who has failed may present himself again as soon as he pleases. There is no definite pass-mark; the decision to pass or fail goes by the general impression formed by the examiners at the oral examination, taking into account the candidate's performance in the written work.

221. The organisation of the examination is highly efficient from the administrative point of view. Examiners and students all know what is expected of them and pass through the programme punctually without hitches or delays ; not a minute is wasted. Indeed the impression we have received is that speed and economy are perhaps given undue prominence in the Board's system of examination. While the candidate's practical knowledge of meat is being tested by the sanitary inspector member, the other two examiners start on the next candidate. All three examiners are accordingly not all present together throughout the oral examination.

222. We think it worth considering whether the examination questions should not be grouped into separate papers according to subject, e.g., building, meat and other foods, general sanitation, etc. We do not suggest that a candidate who has failed in one subject should be excused re-examination in the others.

223. A feature of the examinations is the low percentage of passes. The following table sets out the number of candidates, with the number and percentage of those who passed, in each year since 1932.

TABLE 41
PASSES AND FAILURES

Year				Entries	Pass	Percentage of Passes to Entries
1932	...	...	...	504	220	44
1933	...	...	...	536	235	44
1934	...	...	...	499	225	45
1935	...	...	...	606	253	42
1936	...	...	...	703	300	43
1937	...	...	...	743	312	42
1938	...	...	...	709	294	41
1939	...	...	...	576	223	39
1940	...	...	...	292	104	36
1941	...	...	...	262	120	46
1942	...	...	...	167	69	41
1943	...	...	...	71	29	41
1944	...	...	...	46	27	59
1945	...	...	...	122	57	47
1946	...	...	...	129	60	47
1947	...	...	...	517	301	58
1948	...	...	...	840	465	55
1949	...	...	...	833	435	52
1950	...	...	...	548	267	49
1951	...	...	...	325	153	47
1952	...	...	...	299	150	50

The following figures show the time taken by candidates to qualify.

TABLE 42

Year of qualifying	1 year and under	2 years	3 years	4 years and over	Total
Before 1926	307	191	87	134	719
1926-1929	92	101	50	45	288
1930-1935	240	314	152	207	913
1936-1940	243	318	158	151	870
1946-1950	381	426	58	431	1,296
1951	—	40	19	22	81
Total	1,263	1,390	524	990	4,167

224. In connection with Table 42 it should be borne in mind that until 1951 an approved course of training could be completed in one year. The figures for 1946-1950 must include many inspectors whose training was interrupted by the war. Figures supplied by the Examination Board in respect of examinations held during 1952* indicate that of the 150 candidates who passed, 86 were sitting for the first time, 38 for the second, 15 for the third, 8 for the fourth, 1 for the fifth, 1 for the sixth, and 1 for the seventh time. Of the 79 who failed, 23 were sitting for the first time, 24 for the second, 9 for the third, 7 for the fourth, 3 for the fifth, 1 for the sixth, and 1 for the ninth time. Such a prolongation of the period of preparation represents in total a substantial waste of time and money; as the fee for each attempt is eight guineas the cost in fees alone to the students is considerable. It also adds to the work of the examiners and to the cost of the whole examination system.

225. The fairly constant occurrence of figures round about 50 per cent. might give the impression that it is the policy of the Board or its examiners to pass only half the candidates presenting themselves. This the Board deny and we accept their denial. The examination is in no sense a competitive one, but it usually happens on each occasion that about half the candidates are unfit to pass. This fact, thrown up by the examinations, reflects upon the system of training and has been a source of misgiving to the Board and to us. A system of education and examination can be regarded in either of two ways. One way is for the examining authority to adopt a standard and regard the process by which candidates attempt to attain it with detachment. This *laissez faire* system leaves the maximum degree of freedom to students and teachers and bases everything on results as shown in the examination; under such a system it may well be regarded as nothing remarkable for an able candidate to fail at his first attempt at the examination. It appears to be best suited to a situation where students are financially independent and the means of training available are not well settled. The other way of regarding an examination is as the culmination of a carefully thought out system of training, a system which includes other measures besides the examination to ensure that at the conclusion of their course of studies students will have reached the prescribed standard. A high rate of failure under this system is not regarded as a normal event, but as evidence of some weakness in the system itself. This latter system has become increasingly prevalent and is clearly appropriate where training is carried on partly or wholly at public expense and there is a public interest in ensuring as far as possible that it shall not be wasted. It also has the advantage that it does not place unlimited

* In 1952 there were 629 candidates for examination. The difference between this figure and the 299 entries listed in Table 41 is accounted for by the fact that 60 candidates sat for the examination on more than one occasion during 1952.

faith in the infallibility of the examination. We have no doubt that it is the latter system which is suited to the training and examination of sanitary inspectors. That being so, the high rate of failure clearly indicates weaknesses in training which should be removed ; our recommendations in the previous chapter are intended to do this.

226. If the training is to be so improved as to ensure that the majority of students completing the course are fit for qualification, it is important to see that the system does not break down on the examination side. Under the improved system of training there can be less excuse than there may perhaps be at present for any student having to present himself repeatedly to the examiners. We consider that the following, among other measures, would make the examination a more reliable test of competence than it is now :—

- (a) Examiners should be drawn from a somewhat smaller panel but should continue to include men with wide experience of teaching and examination ;
- (b) The time available for marking the papers and for consultation amongst the examiners should be extended ;
- (c) The reports of inspections of premises should be marked by examiners who have themselves inspected the premises and the marking should be in accordance with a standardised system ;
- (d) The written papers should be increased in number, and the questions grouped according to subject ;
- (e) An attempt should be made, possibly by a systematic method of marking, to ensure greater uniformity in the standard of examination ;
- (f) All three examiners should be present throughout the oral examination ;
- (g) As a recompense for the longer time to be spent on their work examiners should be paid.

The Meat and Other Foods Examination

227. This examination is not conducted by the Examination Board but by one of its constituent bodies, the Royal Sanitary Institute. For historical reasons referred to in the next chapter the Board is not empowered by its Memorandum of Association to hold any other examinations than those for the statutory qualification, i.e. the basic examination. Accordingly when any additional examination is required by sanitary inspectors it must be provided by some other body, a task the Royal Sanitary Institute has from the outset been ready to perform. One of these additional examinations is the Examination for Inspectors of Meat and Other Foods. Started in 1899 in the early days of sanitary inspection, this examination was originally intended for specialist food inspectors, but figures given in the previous chapter* indicate that for some years now, and to an increasing extent, it has come to be regarded as a useful or indeed essential qualification for the general body of sanitary inspectors. The figures also indicate that it is usually taken as soon as possible after the basic examination, often within a year. These considerations pose the question whether it is reasonable for this examination to be treated as a separate one and to be administered by a different body.

228. The syllabus for the basic examination does include a detailed paragraph on food inspection, and much time is allotted to this subject by the approved courses. It will be recollected that in the typical course referred to in the previous chapter no less than forty-five lectures and

* Paragraph 188.

demonstrations are devoted to food, including meat, and that a practical examination, with specimens of meat, forms part of the basic examination. We are nevertheless of opinion that the instruction and examination do not, at the basic stage, reach a high enough standard to meet present day requirements. Food inspection has in recent years assumed a place of increasing importance in preventive medicine, a development which has been intensified by the more variable quality of foodstuffs since the war and the increasing habit among all classes of eating out. The need cannot be wholly met by specialist inspection. It exists in all parts of the country, including the areas of many small authorities who are not in a position to employ specialised food inspectors, and even under those larger authorities who are able to allot the more important food duties to one or more specialists, any young sanitary inspector with general responsibility for part of the authority's area may at any time be called upon to give a decision on the fitness of food in a retail establishment. The inadequacy for the ordinary sanitary inspector of the training in food inspection at present required by the basic examination has been referred to by many witnesses, including the Society of Medical Officers of Health and the Sanitary Inspectors Association, and our own belief has been reinforced not only by the general modern practice of most sanitary inspectors to proceed at once to the Meat and Other Foods examination but by our own observation of candidates during the progress of that examination and the views expressed to us by examiners. The candidates were all, of course, qualified sanitary inspectors, but the performance of some of them when confronted by actual specimens of meat cast serious doubt upon their fitness to perform their food inspection duties. In our view no one who has not reached the standard set by this examination can be regarded as properly equipped to discharge in full the ordinary duties of a district sanitary inspector.

229. We therefore recommend that the basic examination should be extended to cover the ground now covered by the Meat and Other Foods examination and should examine to a standard no lower than that now required by the Royal Sanitary Institute's examiners. This implies, of course, as mentioned in the previous chapter, that the course of study for the basic examination must be suitably widened to enable students to reach the higher standard; in particular much more extensive practical experience in slaughterhouses will be essential and should, in our view, be greater even than that now required for the Meat and Other Foods Examination. The raising of the standard in this subject, so far as the basic examination is concerned, will render the present Meat and Other Foods examination redundant. It has been suggested, however, that there may be a place for a new examination of a genuinely specialist character, for inspectors responsible for large slaughterhouses. This is a question requiring more expert consideration than we feel competent to give, and we limit ourselves to the view that if such an examination is instituted it should be administered by the same body as the basic examination, so that the purpose and character of the two examinations may remain distinct and complementary.

Transitional Arrangements

230. If effect is given to this proposal, it will be necessary to provide transitional arrangements to cover the case of those inspectors who have previously taken the basic qualification but not the meat and other foods certificate. Such inspectors will include those who have qualified immediately before the introduction of the new system and also a number of older men who had qualified some years earlier but, for one reason or another, had not yet obtained the meat and other foods certificate. It is

suggested that the problem might best be solved by permitting any inspector who holds the Certificate of the present Examination Board to present himself for those sections only of the new examination which cover meat and other food inspection. We have already recommended that the written questions should be divided into several sections one of which would be concerned with food inspection, and if this is done there would be no necessity to organise a special transitional examination. These arrangements would automatically come to an end when the last of the inspectors who had qualified under the old regulations pass out of the service.

231. The Report of the Interdepartmental Committee on Meat Inspection recommends, in paragraphs 116 and 190 (xix) that consideration should be given to including in the course of training for meat inspectors adequate instruction in ante-mortem inspection, in the recognition of evidence of salmonellae infections, in the making of simple laboratory tests, and in the interpretation of reports of more specialised laboratory examinations. We agree that these points merit careful consideration by the examining authority, who will also have to consider whether the enlarged basic examination or the suggested advanced examination for specialised slaughterhouse inspectors will be the more appropriate place for their inclusion.

232. As for the present conduct of the Meat and Other Foods examination, we have attended a session and examined the rules and specimen papers, and are on the whole favourably impressed. The syllabus is contained in Appendix V.

The course of proceedings, which occupy a day and a half, is as follows:—

Friday morning	...	10.00 a.m. to 12 noon	...	First written paper.
Friday afternoon	...	1.30 p.m. to 3.30 p.m.	...	Second written paper.
Friday afternoon	...	4.30 p.m. to 6.30 p.m.	...	Examiners' meeting to mark papers.
Saturday morning	...	9.00 a.m. to 1.00 p.m.	...	Oral and practical examinations.
Saturday afternoon...	From 1.30 p.m.		...	Examiners' conference over lunch to determine doubtful cases.

Regulations prescribe, as is pointed out in the previous chapter, that candidates must be either qualified sanitary inspectors or veterinary surgeons and have completed an approved course. The fee for the examination is six guineas.

233. The written papers each consist of six questions, of which five are to be answered. The time allowed for each paper is two hours. In contrast with the papers of the basic examination, these two papers are to a considerable extent differentiated in subject matter, the first being mainly concerned with meat and the second with fish, milk and other foods.

234. The practical examinations in meat and fish inspection are most thorough and impressed us as being a reliable test, fair alike to the candidate and to the public whose health will be in his hands. For meat the candidate is taken in hand by two examiners in succession, each a veterinary surgeon of long experience at slaughterhouses and in teaching, and undergoes an exhaustive interrogation at tables containing many specimens of meat and

organs. He is required to examine the specimens himself and to find glands by dissecting carcasses. The conduct of this test by two different examiners, who each give the candidate a numerical marking and do not compare notes until afterwards, does much to ensure objectivity. The candidate is examined somewhat less exhaustively at a table of fish specimens by an experienced sanitary inspector specialised in the inspection of fish. Finally each candidate is orally examined by a medical officer equipped with a few specimens of other foods. Our impression was that the arrangements for the practical examination in other foods were less adequate than in the case of meat and fish and that more varied specimens could with advantage be introduced. We understand that these have not always been easy to obtain but consider that every effort should be made to do so.

235. At the closing conference the Secretary of the Royal Sanitary Institute or his representative reads out the marks of each candidate. There is no definite pass-mark, but those having more or less than certain figures pass or fail without discussion; where, however, the total is on the borderline each examiner is asked his views and the decision to pass or fail goes by a consensus of opinion. Such a procedure is reasonable in conception but it was carried out at great speed, each discussion lasting only one or two minutes. This examination, while it is the responsibility of a different body—the Royal Sanitary Institute—is, owing to the special relationship between that body and the Examination Board, managed in detail by the same staff, and characterised by similar tightness of organisation.

Smoke

236. The Royal Sanitary Institute also conducts an examination for Smoke Inspectors which is taken by sanitary inspectors, though not so widely as the examination in Meat and Other Foods. The Syllabus is contained in Appendix VI. Answers to our questionnaire show that 423 inspectors held the smoke inspector's certificate, of whom 308 were employed by boroughs. It thus appears that this is in practice much more truly a specialists' examination. It remains to be considered, however, whether the knowledge required for it ought to remain the preserve of the specialist. As was pointed out in an earlier chapter the prevention of atmospheric pollution is assuming an increasing importance and is not limited to industrial areas.

237. It is clearly only in a large town that an opening can exist for a specialist smoke inspector and answers to our questionnaire indicate that only 25 inspectors specialised in smoke to the extent of making it the main part of their job; and none of these was employed in an urban or rural district; 1,895 inspectors gave some time to smoke inspection, of whom, 960 gave less than 1 per cent. It has been urged by a number of witnesses, including representatives of the National Smoke Abatement Society, that the unspecialised inspector ought to be competent to deal with such smoke nuisances as arise outside the main industrial areas and this view has been confirmed by our investigations in the field. It is also urged that some instruction in boiler house practice would form a useful introduction to the various industrial processes, too numerous to be included individually in a general examination, which have often to be mastered by a sanitary inspector in the course of his work, according to the type of industry in the area where he is employed.

238. These considerations suggest that we might deal with smoke in the same way as meat by recommending the discontinuance of the special smoke examination and the inclusion of its subject matter, at its present standard, in the basic examination. We have reached the conclusion however that this

would be a mistake. It is clear to us that the present polluted state of the atmosphere demands more inspectors highly trained in this branch of environmental hygiene, but we recognise that the administrative problem is not an easy one as many of the smaller local authorities need the service of such an inspector only intermittently, or they are unable or unwilling to shoulder the burden of such a specialised inspector. Attempts have been made to meet this difficulty by the provision of informal technical assistance to some of the smaller authorities by their larger neighbours and the Ministry of Fuel and Power have established an advisory service for this purpose. We therefore consider that the existence of two standards is in this case justified, and that a special smoke examination should continue to be available to inspectors who wish to specialise. We do not, however, consider that the present basic examination calls for a sufficiently high standard of knowledge to meet the needs of the unspecialised sanitary inspector.

239. The present syllabus for the basic examination does include "the detection and prevention of smoke and other nuisances" but we have found that this requirement is in practice virtually a dead letter. It has been stated in evidence that out of 180 consecutive written questions only four dealt with smoke, and if questions on smoke are so rare, a student may feel that he does little to injure his chances if he ignores it in preparing for the examination. We are impressed not only by the need for a much larger number of young inspectors to bring some knowledge of this subject to their work, but also by its educative value as an introduction to the study of industrial processes in general. We therefore recommend that questions on atmospheric pollution should play a larger part in the basic examination than they do at present but that candidates for this examination should not be expected to reach the standard required for the smoke examination. We are of opinion that there is also a place for a special examination in atmospheric pollution at a markedly higher level as an additional voluntary qualification for those inspectors whose need of a more detailed knowledge requires to be met. The advanced examination should in our opinion be conducted by the same body as the basic examination.

Plumbing

240. At a late stage in our labours we learned that the Royal Sanitary Institute had decided to establish a new examination for sanitary inspectors, building inspectors and others to be known as the Examination in the Inspection of Water and Drainage Installations. We had previously been aware that such an examination had been suggested and we have had a full discussion of the matter with representatives of the Ministry of Works, with whom the proposal originated. That Department were advised by a Committee composed of representatives of interested professions and industrial organisations, who had taken American practice into account, that the plumbing installations of new buildings could reach a higher standard of economic efficiency if inspection of plans and work were more expert. Observing that such inspection was at present generally being carried out, under the larger authorities by building inspectors, and under smaller authorities by officers qualified as sanitary inspectors, the committee expressed the view that neither the Building Inspectors Examination of the Institute of Municipal Engineers nor the examination of the Royal Sanitary Institute and Sanitary Inspectors Examination Joint Board covered plumbing to a high enough standard and recommended that both bodies should be invited to raise the standard of their examinations in this respect.

241. At this stage the matter appears to have become somewhat confused as the inquiry relating to the sanitary inspectors examination was addressed not to the Examination Board but to the Royal Sanitary Institute. The latter body, of course, have no power to alter the basic examination for sanitary inspectors but do administer a number of auxiliary or "post-graduate" examinations, two of which have been referred to above. The Royal Sanitary Institute then proceeded to establish a new examination for sanitary inspectors, building inspectors and others; the question whether the better plan for sanitary inspectors would be such a special new examination or an expansion of the basic examination seems not to have been considered, and indeed the Board responsible for the latter was not brought into the discussion. A further complication is that the work the Committee had in mind, the approval of plumbing work in new buildings before or in course of construction, is not normally the work of sanitary inspectors at all. In a number of places it is done by officers holding the sanitary inspectors certificate, but employed jointly as sanitary inspector and surveyor. When that happens, it seems that the work is done in the latter capacity, and that if any qualifying examination requires stiffening for this purpose it is that of the building inspectors and not sanitary inspectors. Nevertheless all parties appear to have acted on the assumption that this matter did concern sanitary inspectors, yet it was never referred to the body responsible for their qualifying examination—the Examination Board. This incident provides a striking example of the inconvenience and confusion likely to arise from the fact that sanitary inspectors' examinations are administered by two different bodies, neither of whom has general responsibility over the whole field including the decision whether new developments call for an additional examination or for a modification of the basic examination.

242. Since sanitary inspectors as such are not generally responsible for the type of work in which the Ministry of Works Committee are interested, it follows that their requirements do not call for any raising of the standard of the basic examination. What sanitary inspectors are responsible for in the field of plumbing is the inspection of existing houses in the interests of public health. For this work we are satisfied that the basic examination already sets a sufficiently high standard for present day requirements and we do not recommend any alteration at the present time. It also follows from what we have said above that we do not consider the new examination a suitable one to be taken by sanitary inspectors as such. This does not imply that it may not be of great value to the other types of officer for whom it is intended, some of whom may happen to have qualified also as sanitary inspectors.

Other Examinations

243. The Royal Sanitary Institute also provide an examination in Sanitary Science as applied to Buildings which is open to others besides sanitary inspectors. We do not regard it as part of the normal educational equipment of sanitary inspectors and accordingly have no comment to offer.

244. The Royal Sanitary Institute issue a Certificate of Advanced Knowledge of the carrying out of sanitary inspectors' duties, which is somewhat in the nature of a doctorate, inasmuch as there is no written paper, but candidates are questioned orally on work they have done, and are required to write a special report. The Certificate is not widely held (see Table 43 below) but is difficult to obtain and carries some prestige. It is a question whether an advanced certificate of this kind should continue to be issued. We only express the view that if it does continue it should be issued by the same body as the basic qualification.

TABLE 43

ADDITIONAL QUALIFICATIONS

Number of sanitary inspectors holding each certificate or diploma:—									
Type of Authority	Smoke Inspectors 2.	Sanitary Science as applied to Buildings 3.	Advanced Knowledge 4.	Public Adminis- tration (D.P.A.) 5.	Sanitary Inspectors Association 6.	Institution of Sanitary Engineers* 7.	Institution of Public Cleansing 8.	Others 9.	Total 10.
County Borough ...	137	142	8	20	3	27	7	408	752
Non-County Borough ...	128	131	9	25	10	42	25	323	693
Metropolitan Borough ...	43	86	3	5	2	8	1	165	313
Urban District ...	91	133	3	6	15	53	21	302	624
Rural District ...	21	96	8	5	6	53	13	269	471
Port Health Authority ...	3	8	0	0	0	0	0	34	45
Totals ...	423	596	31	61	36	183	67	1,501	2,898

* Normally held by officers who, while qualified as sanitary inspectors, also hold other appointments.

245. The Sanitary Inspectors Association some years ago instituted a Diploma for members who wished to give evidence of having reached a higher general standard than that required for the basic examination. Examinations for this qualification are still held but do not attract many candidates. Here again if an examination of this standard is continued we think it should be conducted by the same body as the basic examination.

246. The figures in Table 43 indicate the extent to which sanitary inspectors who answered hold examination qualifications other than the basic and meat and other food certificates.

General Question of Additional Examinations

247. The Sanitary Inspectors Association have expressed the view that there should be a single comprehensive qualifying examination for sanitary inspectors and no other. With this view we have considerable sympathy, and we have already indicated our opinion that the present examination in the inspection of meat and other foods should be amalgamated with the basic examination. We are doubtful whether there is a place in sanitary inspection for advanced general examinations. Sanitary inspection, while demanding much technical knowledge, is essentially a practical, rather than a learned calling, and when once an aspiring inspector has successfully completed the course of academic study necessary to enable him to pass the qualifying examination, and has thus formed a sound basis of theory upon which he can profit from his subsequent practical experience, we do not think he should in the normal course of his career be troubled with further examinations. We do not believe that the man best fitted for senior posts is necessarily the man who has passed the greatest number of examinations. We do believe that sanitary inspectors should study to keep abreast of developments in their work and that from time to time they could with advantage attend special refresher courses for this purpose, as indeed many do to-day. This, however, is not at all the same thing as working for an examination and we hope that local authorities in selecting sanitary inspectors for senior appointments or promotion will judge them by results as shown in their work and will resist the temptation to assess a man mainly by the letters after his name. And, while pay and conditions of service are outside our province, we place on record our opinion that from the point of view of ensuring proper education and encouraging keenness and efficiency there is little to be said in the case of sanitary inspectors for making superior gradings conditional upon success in additional examinations.

248. Provided, however, that an additional certificate is not regarded as a qualification for any particular appointment or grading, we see no objection to the issue of really advanced ones, such as the present Certificate of Advanced Knowledge. The examining authority should, however, keep such additional certificates carefully under review and see that they do not exceed their professed purpose.

249. When we come to consider specialist examinations we cannot go all the way with the Sanitary Inspectors Association. It is clear that their objection to such examinations springs from an objection to specialisation itself, which they consider to be in the interest neither of the sanitary inspector nor of his work. We agree that permanent specialisation should be kept to a minimum but we cannot shut our eyes to the fact that specialisation in certain branches of sanitary inspection is an established practice. We think an advanced examination for inspectors who are specialised in smoke inspection is justified, and also possibly for the specialised meat inspector at large slaughterhouses. We realise the danger that new examinations

intended for a few specialists may come to be regarded as desirable qualifications for all, and have before us the warning of the meat and other foods examination, but we think this can be guarded against by the proposal, developed in the next chapter, that a single body should be responsible for the education of sanitary inspectors and for the administration of all examinations intended for them. The view expressed in the previous paragraph about the financial value of examination success applies equally to specialist examinations. While we believe that specialisation is sometimes justifiable, we do not consider that a specialist inspector should be regarded as more valuable or more suited for higher pay or earlier promotion than a man whose work has covered the whole field.

Scope of Basic Examination

250. From what has been said above a conception emerges of the basic or qualifying examination for sanitary inspectors. In our view the standard to be looked for by the examiners should, so far as meat and other foods are concerned, be the standard hitherto required in the Royal Sanitary Institute's examinations for the Meat and Other Foods Certificate, but with more attention given to practical knowledge of foods other than meat and fish. As regards smoke, the standard of examination should be raised in accordance with modern ideas and at least one question on smoke should be included in every examination. We consider that greater attention should be given to insect pests and that questions should be included on local government administration and the history, or wider aspects, of public health. In other respects the standard should in general be that of the present basic examination of the Examination Board. The future examining authority will of course keep all parts of the examination under review and vary the content on any aspect whenever developments in the field of public health make such adjustment appropriate.

251. We have referred in Chapter II to the fact that the present basic qualification, the Certificate of the Examination Board, is obligatory in London but is only a condition of grant outside London. We see no advantage in the continuance of this distinction and accordingly recommend that when a suitable opportunity occurs to amend the statute law on this subject the London system should be applied to the whole country and any sanitary inspector subsequently appointed should be required to hold such certificate as the Minister may approve. We assume that the certificate approved for this purpose will be the certificate to be awarded to persons who pass the new qualifying examination which we have recommended above.

Intermediate Examination

252. From the point of view of the public it is the final or qualifying examination that counts in the case of a professional or official person who will, within his sphere, have their fate in his hands. Examinations also, however, have a less important but not negligible role to play while the course of training is still in progress. The period of four years of study which we recommend is a long time, and in the early years the qualifying examination may seem distant, and not a very effective spur to serious effort. We think it would be an advantage to students, and help to spread their efforts, if they were required to pass an intermediate examination after their first two years of study. At the present time, under the new regulations introduced in 1953, students are required to study for four years and although the regulations themselves do not make this quite clear, they are required to pass an examination at the end of their second year; this examination

is a part of the building course and is not administered by the Examination Board. If our recommendations are adopted, students will no longer take a separate building course but will take a single four year course specially designed for their own needs. There is, therefore, a need to provide a new examination at the half-way point and this examination, as well as the final, should be set by the examining authority. We have had various suggestions as to the division of subject matter between the two examinations but do not feel called upon to advise on that point in detail. The examination will essentially be a test of the extent to which the first two years' study has been assimilated and we think it should be left to the examining authority, in consultation with the educational authorities, to settle the form of examination which will most appropriately fit into that stage of an uncompleted course of study.

Recommendations

253. Our recommendations regarding sanitary inspectors' examinations may be summarised as follows:—

- (a) The scope and standard of the qualifying examination should be those of the present basic and meat and other foods examinations combined, and in addition, more attention should be given to smoke, insect pests, local government administration and public health in general. The standard in smoke need not be up to that of the present smoke examination (para. 250).
- (b) In the conduct of the examination the practical inspection and report should be retained but should be marked by an examiner who has himself inspected the premises (para. 217).
- (c) The written papers should be increased in number and each one devoted to a related group of subjects (para. 222).
- (d) Greater uniformity should be sought in the assessment of examination results (para. 226).
- (e) Examiners should be drawn from a smaller panel and paid a fee (para. 226).
- (f) The practical examinations should cover a more extensive range of foods (para. 234).
- (g) Evidence of having passed the new qualifying examination should be made obligatory for all new appointments in England and Wales (para. 251).
- (h) Inspectors qualified under the present arrangements who have not obtained the present Meat and Other Foods Certificate should be permitted to sit for the food inspection part of the new examination (para. 230).
- (j) Specialist examinations in smoke, and in meat inspection at slaughterhouses as well as any new examinations which may be required in the future, should be administered by the same body as the qualifying examination (paras. 229 and 239).
- (k) There should be an intermediate examination for students after the first two years' of study (para. 252).

CHAPTER VI

THE EXAMINING AUTHORITY

254. The examinations normally taken by sanitary inspectors in England and Wales are conducted by two bodies:—

- (a) the Royal Sanitary Institute and Sanitary Inspectors Examination Joint Board (referred to elsewhere in this report as the Examination Board), and
- (b) the Royal Sanitary Institute.

The Examination Board is a body set up at the instance of the Ministry of Health with the sole object of administering the qualifying or “basic” examination for sanitary inspectors as required by the Minister’s regulations. The Royal Sanitary Institute is a voluntary organisation, described in more detail later, pursuing various objects connected with public health. The two bodies, while legally distinct, are in practice closely associated and have a common staff. The nature and composition of the Examination Board and its cumbersome title can only be understood by tracing the history of sanitary inspectors examinations.

History of the Examinations

255. The story begins with the Public Health Act of 1872 which made the appointment of sanitary inspectors (then “Inspectors of Nuisances”) obligatory. The Act empowered the Local Government Board to prescribe by order the terms of appointment and qualifications of sanitary inspectors but the original order contained no requirement with regard to qualifications. In 1876 the Sanitary Institute (later the Royal Sanitary Institute) was founded by medical men, engineers, architects and others interested “for the purpose of collecting and imparting information upon all matters connected with the subject of ‘Public Health’” and from the start concerned itself with the efficiency of sanitary inspectors. It began holding examinations and issuing certificates in the following year and the more progressive local authorities gradually adopted the practice of insisting that applicants for appointment as sanitary inspector should hold the R.S.I. certificate. Three certificates were issued in 1877 and an average of 13 per annum from 1878 to 1885. Thereafter the numbers started to rise and reached three figures in 1890 with the issue of 151 certificates, a figure which rose to 238 in 1891. By that year ninety-four authorities were requiring the certificate. Though its examinations were open to anyone, the Sanitary Institute itself conducted a series of lectures for candidates. Instruction was also given by King’s College, London, and Battersea Polytechnic, and possibly by some education bodies in the provinces.

256. The Public Health (London) Act, 1891, contained a provision requiring London sanitary inspectors appointed after 1895 to hold the certificate of such body as might from time to time be approved by the Local Government Board. When the Bill was before Parliament this clause in its original form had specified the Sanitary Institute by name but this was altered in committee. Following the passage of the Act, the Sanitary Institute applied to the Local Government Board in 1892 for approval of their Certificate and this was granted on a provisional basis. No other certificate was then well established, but it was felt that other bodies would be likely to claim the same privilege and that the grant of a monopoly to a single voluntary organisation could not be indefinitely

justified. It seems to have been taken for granted by the Local Government Board that teaching, examining, and certifying went together and that any respectable teaching body had a claim to recognition as an examining authority. It was considered, however, that while competition in teaching was valuable, competition in examining would be likely to lower the standard. Applications for recognition as examining authorities were soon received from other bodies, starting with the British Institute of Public Health (now the "Royal Institute of Public Health and Hygiene"). This was another voluntary organisation recently formed by a number of Medical Officers of Health and others, its objects being substantially the same as those of the Sanitary Institute.

257. Papers forwarded to the Local Government Board by the Sanitary Institute with its original application for approval included the following syllabus.

SYLLABUS

- (1) The provisions of the Acts and By-laws relating to the duties of Inspectors of Nuisances.
- (2) A knowledge of what constitutes a Nuisance.
- (3) Methods of Inspection of Dwellings, Cellar Dwellings, Dairies, Milk Shops, Markets, Slaughterhouses, Cow Sheds, Canal Boats and Nuisances especially connected with Trades and Manufactories.
- (4) The Physical Characteristics of good Drinking Water, the various ways in which it may be polluted, by damage to Supply Works or in Houses, and the means of preventing pollution—Methods of Water Supply.
- (5) The Characteristics of good and bad Food (such as Meat, Fish, Milk, Vegetables).
- (6) The Sale of Food and Drugs Act.
- (7) The Regulations affecting persons suffering or recovering from Infectious diseases and some knowledge of such diseases. The Principles of Ventilation and simple methods of ventilating Rooms—Measurements of Cubic Space.
- (8) Disinfectants and Methods of Disinfection.
- (9) A knowledge of the General Duties of the Office, and Method of keeping the necessary Books and Records. Writing and Spelling.
- (10) The proper conditions of good Drainage—the advantages and disadvantages of various Sanitary Appliances for Houses—Inspection of Builders' and Plumbers' work—Scavenging and Disposal of Refuse.

258. The examination consisted of a single written paper followed by a *viva voce* test. The Institute's Regulations specified that "it must be distinctly understood that no certificate would be granted to any candidate unless he can write legibly, spell correctly and possesses a fair knowledge of arithmetic." The fee was £3 3s. 0d. in London and £4 4s. 0d. in the Provinces. The course of instruction provided by the Institute consisted in 1891 of a series of 16 lectures spread over two months and given at 8 p.m. by 12 different lecturers. The fee of £1 1s. 0d. was reduced to half for candidates for the Institute's certificate. In the same period a course of instruction approved by the British Institute of Public Health was provided by King's College, London. The Sanitary Institute's examination provoked widespread criticism from a number of bodies including the Society of Medical Officers of Health, the British Institute of Public Health, the newly-formed Sanitary Inspectors Association and the Worshipful Company of Plumbers. The last named were themselves conducting courses and examinations for plumbers and claimed to participate, so far as plumbing work was concerned, in the examination of sanitary inspectors.

259. As a result, a proposal that a joint examination board should be formed by all the teaching bodies was put forward and a number of conflicting suggestions as to its composition were canvassed. Eventually in 1894, the Local Government Board, in the hope of securing agreement between the rival parties, convened a meeting of all the bodies which had put forward claims that they were engaged, or were proposing to engage in the training or examination of sanitary inspectors. These were:—

The Sanitary Institute.

The Society of Medical Officers of Health.

The British Institute of Public Health.

The Association of Municipal and County Engineers.

The Royal Institute of British Architects.

The Worshipful Company of Plumbers.

It does not appear that there was any deliberate selection of organisations best fitted by experience and knowledge to advise such a board, or, by their representative status, entitled to participate in its decisions. The approach was to secure an amalgamation of those bodies which might be expected, in view of their own declarations, to run competing examinations if no central action were taken and to add to the joint authority so formed a small leavening of impartial individuals. The representatives present at the meeting proceeded, at the instance of the Local Government Board, to form themselves into a committee to draft the constitution of a joint authority. The proceedings of this drafting committee, which was subsequently joined by representatives of the Carpenters Company and the National Health Society, occupied several years of prolonged and at times acrimonious negotiations concerned mainly with the position to be accorded to the Sanitary Institute, and it was not until 1899 that the Sanitary Inspectors Examination Board was formed and incorporated under the Companies Act as a non-profitmaking undertaking.

260. The new Board, as originally constituted, consisted of the members of the drafting committee including two representatives of the Sanitary Institute, together with three persons nominated by the Local Government Board. These latter were not representatives of the department, the intention being that they should be independent persons of public standing. The original three were all medical men proposed by the Royal Sanitary Institute. From the outset the Sanitary Inspectors Association had pressed for representation on the Board. This was not conceded at the time but in 1920, Dr. Addison, the first Minister of Health, exercised powers reserved to him under the Board's Memorandum of Association and authorised the Sanitary Inspectors Association to appoint two of their members to the Examination Board.

261. Upon the formation of the new Board the Local Government Board withdrew its approval of the Sanitary Institute's Certificate for the purposes of the Public Health (London) Act and in place approved the Certificate of the Board. It had been contemplated that the London Act would be followed shortly by legislation extending to the whole country the requirement that sanitary inspectors should have a statutory qualification and that the Certificate of a single national body—the Sanitary Inspectors Examination Board—would alone be recognised for this purpose. It had indeed been this assumption that had given rise to so many difficulties in the negotiations preceding the Board's formation. In fact, however, no such legislation was passed, and the certificate issued separately by one constituent of the Board, the Sanitary Institute, continued to be issued though it enjoyed no legal status.

262. An increasing number of local authorities in the provinces voluntarily required some evidence of professional qualification from persons applying for appointment as sanitary inspectors, and the qualification most frequently offered was that of the Royal Sanitary Institute. Early in the present century the Local Government Board began to interest itself in qualifications and to refuse approval for grant-aid to the appointment of unqualified men except in the case of very small authorities who could not, it was thought, afford anything better. For provincial appointments the Local Government Board recognised the Certificates of either the Sanitary Inspectors Examination Board or the Royal Sanitary Institute, and also a few other less well known Certificates, such as that of the Liverpool University School of Hygiene, and in one or two cases the Certificate of the Sanitary Inspectors Association. But although the Certificate of the Sanitary Inspectors Examination Board enjoyed equal validity with that of the Royal Sanitary Institute in the provinces, it was seldom offered for provincial appointments, and in general the Board's examinations, which were somewhat more advanced, appear to have been taken only by candidates for appointments in London, where the Board's certificate was obligatory. A result was thus achieved which had never been intended by any of the parties to the original negotiations, namely that there was one authority—the officially sponsored Board—for London appointments, and another—the Royal Sanitary Institute—for the rest of the country. The Royal Sanitary Institute was represented on the Board, which came to be known as “the London Board”, but the two bodies pursued divergent policies.

263. When, in the 1920's, the Ministry of Health began to consider amending the regulations so as to require all sanitary inspectors to have a qualification, the Royal Sanitary Institute was thought to possess so well established an interest in the provincial examinations that it would no longer be practicable, as had been contemplated in the nineties, simply to supersede its examination by that of the Board. The Royal Sanitary Institute itself proposed that the certificates of both bodies should be mentioned in the new regulations, but it was felt in the Ministry that there should be a single qualification for the whole country. In view, however, of the position the Royal Sanitary Institute had won for itself in this field, it was considered that the then existing Board would not be a suitable national authority and that some new arrangement should be made which would enjoy the full co-operation of the Royal Sanitary Institute as well as of the other constituents of the Board. In the meantime the Sanitary Officers Order 1922 was made, which recognised, as a temporary measure, the certificates of both bodies, and required one or other of them as a condition of grant in respect of provincial appointments. In London the position remain unchanged and the Board's certificate alone was valid.

264. It was appreciated that this could be no more than a temporary solution and in the same year (1922) the Department suggested to the Royal Sanitary Institute that its Certificate should be made universal but that the examinations should be controlled by a committee on which all the bodies nominating to the Sanitary Inspectors Examination Board should have representation comparable to that which they already enjoyed. The Institute replied with counter proposals which included the reservation to itself of a larger measure of independence. The Ministry then proposed the establishment of a small workmanlike body to be secured by the renunciation of their right to representation by some of the bodies represented on the old Board, whose connection with Sanitary Inspection had, in the passage of time, become somewhat remote. They were, however, unwilling to retire, though some offered to do so if the others would, and the Department did not press the point. After several years of negotiations between the Royal Sanitary Institute and the Sanitary Inspectors Examination Board, the Ministry secured

agreement on the lines of a new body to be formed by way of an amalgamation between the two existing bodies. The conception of an amalgamation, perpetuated in the words "Joint Board" in the new body's title appears to have been a little unreal inasmuch as one of the partners, the old Sanitary Inspectors Examination Board, ceased to exist. Its memory was, however, perpetuated in the title of the new body which, after much discussion, became "The Royal Sanitary Institute and Sanitary Inspectors Examination Joint Board". The members of the old Board were given seats on the new but the lion's share went to the Royal Sanitary Institute. Moreover the new Board was limited by its Memorandum of Association to the qualifying (or "basic") examination for sanitary inspectors and was not allowed to take over or compete with the Royal Sanitary Institute's advanced and specialist examinations for sanitary inspectors, which have continued to be held. The arrangements then made and brought into effect in 1926 still exist substantially unchanged, and their detailed description which follows will be more readily understood if it is borne in mind that they represent a compromise achieved with much difficulty between two conflicting bodies neither of which regarded the result with much satisfaction.

The Present Examination Board

265. The new body, the present Examination Board, was formed on the 3rd March, 1926, under the Companies Act with the following principal objects:—

- (a) To hold Examinations and grant Certificates of Competency (to be known as Certificates of the Royal Sanitary Institute and Sanitary Inspectors Examination Joint Board) for the Office of Sanitary Inspector to persons desiring to obtain such Certificates, and to prescribe the mode and time of holding such Examinations.
- (b) To prescribe such courses of training as may be calculated to ensure the fitness of persons desirous of qualifying for the Office of Sanitary Inspector, and to do such other lawful things as are incidental or conducive to the attainment of the objects above set forth or any of them. Provided that the Association shall not themselves engage in the training of persons who propose to sit for the Examinations of the Association.

266. The membership of thirty was made up as follows:—

- 10 appointed by the Royal Sanitary Institute
- 3 appointed by the Society of Medical Officers of Health
- 2 appointed by the Sanitary Inspectors Association
- 6 appointed by the Minister to represent the six bodies he had suggested should retire, viz.:—
 - The Royal Institute of British Architects
 - The Institute of Municipal and County Engineers
 - The Worshipful Company of Plumbers
 - The Worshipful Company of Carpenters
 - The Royal Institute of Public Health
 - The National Health Society
- 6 appointed by the Minister to represent "such Universities and Institutions as the Minister may from time to time consider it desirable to have associated with the Board"
- 3 appointed by the Minister freely, as under the old Board

30 Total

267. Under the Memorandum and Articles of Association of the old Board the Minister had had power to grant new or increased representation to any organisation and also a general power to issue directions to the Board. Both these powers disappeared under the new constitution. Of the fifteen appointments now made by the Minister, only three are in fact made entirely at his own discretion and only one is a departmental representative ; the remainder are limited to persons representing certain named bodies or types of body.

268. The National Institute of Public Health has ceased to exist and its seat on the Board is now vacant. The other constituents of the old Board (in some cases under changed names) have continued to nominate members, whom the Minister has invariably appointed. Of the six Ministerial appointments which have to represent "Universities and Institutions" the practice soon became, and remains, to allot them as follows:—

- 1 nominated by London University
- 1 nominated by Liverpool University
- 1 nominated by University of Wales
- 1 nominated by the Association of Municipal Corporations
- 1 nominated by the Urban District Councils Association
- 1 nominated by the Rural District Councils Association

269. It is noteworthy that the representation which the local authority associations have now enjoyed for many years rests only upon a departmental practice and is nowhere embodied in the Memorandum or Articles of the Examination Board. The Minister's three free appointments go by custom to one of his Medical Officers as a direct departmental representative and to two other medical men of established reputation in public health matters. Members of the Board are appointed for three years and on the conclusion of each term of office it has been the Minister's practice, in respect of the free appointments, to continue the same person in office as long as he is prepared to serve.

270. It is a term of the Board's Memorandum that its work shall be done for it by the Royal Sanitary Institute on terms to be agreed between the two bodies. In practice the Board have gone further than this and have invariably appointed as their own Secretary the person who has from time to time held office as the Secretary of the Royal Sanitary Institute. The executive and clerical work of the Board is thus performed at all levels by the same staff as the work of the Institute and from the same address, but its finances are separate and the personal constitution of the Board and its committees is distinct from that of the governing body and committees of the Institute. At present ten members of the Board are also Vice Presidents or members of the Council of the Royal Sanitary Institute, and three members of the Board's Committee of Management are also members of the Institute's Examination Committee.

271. After 1926 the Sanitary Inspectors Association became increasingly critical, both of the constitution of the Board, which gave them what was in their view a quite inadequate representation, and also of its policy, which they regarded as in some respects unduly conservative. In December 1948 the Association presented a strongly argued Memorandum to the Examination Board inviting them to consider reconstituting the Board so as to give the Association a fuller representation. At the same time the Minister was asked to exert his influence in their favour. The memorandum proposed that half the members of the Board should be nominated by the Sanitary

Inspectors Association ; this, it appeared, could be effected either by increasing the existing number of two representatives to twenty-eight and the total number of the Board to fifty-six or by drastically reducing the representation of some or all of the other constituents. Any existing representation could, under the Board's Memorandum of Association, only be reduced by means of legal proceedings which in the absence of general agreement might well be prolonged and expensive.

272. After consideration the Examination Board decided to adopt an alternative course and to set up a specially constituted Committee of Management to which was to be delegated "the day to day business of the Board". On this Committee, which consists of sixteen persons, the Association are represented by four members. In order to secure more effective co-operation with the technical institutes which provide courses of training to its requirements, the opportunity was taken to give two seats on the Committee to representatives of these bodies. The full composition of the new Committee of Management is as follows:—

4 members of the Board from those nominated by the Royal Sanitary Institute
2 members of the Board from those nominated by the Society of Medical Officers of Health
the 2 members of the Board nominated by the Sanitary Inspectors Association
2 other persons nominated specially by the Sanitary Inspectors Association
4 members of the Board from those nominated by other bodies or the Minister
1 person nominated by the Association of Technical Institutions
1 person nominated by Association of Principals of Technical Institutions
—
16 Total
—

The day to day business of the Board had always been in the hands of a Committee ; the new feature of the Committee of Management lies in the inclusion of four persons who are not members of the Board and in the fact that the relative weight of representation given respectively to the Sanitary Inspectors Association and the Royal Sanitary Institute is not the same as in the Board ; these two bodies, whose views have often been opposed, each have four representatives on the Committee as opposed to ten for the Royal Sanitary Institute and two for the Sanitary Inspectors Association on the Board itself. This arrangement has now been in operation since January, 1951.

The Royal Sanitary Institute

273. The other body now conducting examinations for sanitary inspectors—the Royal Sanitary Institute—was founded as the "Sanitary Institute of Great Britain" in 1876, mainly by medical men interested in the relatively new science of sanitation ; the advertisement announcing the intention to form it appeared in the *Lancet*, and copies were sent to Members of Parliament and chairmen of local authorities. As the ideas propagated by the Institute became more established in practice, an increasing number of members of other professions became interested, notably architects and engineers, and a number of them became members, fellows and councillors. In 1908 the Council was composed of 14 medical men, 8 civil engineers,

8 architects and one other, and the examination committee of 18 medical men, 11 civil engineers, 3 architects, 4 veterinary surgeons and two others. The first sanitary inspector was elected to the Council in 1926.

The Council is composed of 54 members and includes :

- 25 Medical men.
- 13 Civil engineers.
- 8 Sanitary inspectors.
- 2 Veterinary surgeons.
- 1 Architect and
- 1 Chemist.

The Council is elected by members present at a general meeting. Members are elected by the Council from persons holding specified qualifications or offices.

274. In addition to the examination for sanitary inspectors in Meat and Other Foods, and Smoke Inspection already referred to, the Institute examines for the certificates described by it in the following terms:—

“ Tropical Hygiene.

Advanced Knowledge of a Sanitary Inspectors Duties.

Health Visitors. (This certificate is the qualification for women seeking appointment as health visitors in England and Wales).

Health Visitors and School Nurses for appointments outside England and Wales.

Sanitary Science as Applied to Buildings and Public Works (Suitable for sanitary engineers, surveyors, architects, builders, foremen of works, and others).

General Hygiene and Sanitation (Suitable for builders, plumbers, and others).

Food Hygiene. (Suitable for stewards of institutions, butchers), food traders, abattoir assistants, and others).

School Hygiene, including Elementary Physiology. (Arranged for school teachers, students of physical training colleges, health visitors and others).

Nursery Nurses. (An examination held in co-operation with the Association of Nursery Training Colleges for students who have obtained the certificate of training at a Nursery Training college affiliated to or recognised by the Association of Nursery Training Colleges).

Nutrition in Relation to Catering and Cooking (For food supervisors and managers).”

275. The Institute continues to issue certificates for sanitary inspectors which, while not applicable to this country are recognised as the official qualification in many parts of the Dominions and Colonial Empire. On its foundation the Institute also held examinations for local surveyors but these were discontinued in 1894 on the establishment of an examination by the Institute of Municipal and County Engineers (now the Institute of Municipal Engineers). The funds of the Royal Sanitary Institute, derived partly from its examination fees, are applied among other objects to the maintenance of the Parkes Museum. This museum, housed in the headquarters of the Institute, contains a collection of early sanitary appliances, specimens of plumbing and other exhibits.

276. Criticisms which have been made of the arrangements outlined above fall into two main categories each of which may be further sub-divided:—

- (i) Criticism of the manner in which the Examination Board's work has been performed ; criticism under this head comes from :
 - (a) technical institutes.
 - (b) sanitary inspectors.
- (ii) Criticism of the constitution of the two responsible bodies to the effect :
 - (a) that the examinations normally taken by sanitary inspectors are in the hands of two separate bodies, and
 - (b) that in neither body are sanitary inspectors sufficiently represented ;

Criticism by Technical Institutes

277. The technical institutes providing courses of theoretical training for sanitary inspectors and the principals of such institutes gave evidence before us through representatives of the Association of Technical Institutions and the Association of Principals of Technical Institutions. They told us that they had found the Examination Board difficult to deal with and complained in particular that although the Board's requirements in the way of courses and lectures are set out in some detail in writing, courses submitted for approval which complied with these requirements and were similar to approved courses in operation elsewhere, have been rejected for failure to comply with additional "unpublished requirements" and that time has then been wasted in designing new courses. These complaints related to the period before a Committee of Management was established on which the Technical Institutes now have representatives, and the two associations offered no concrete evidence of difficulties of this nature occurring since its establishment. They did, however, complain that the grant of seats on the new Committee of Management to their organisations had effected little general improvement in the Board's relations with teaching establishments and suggested that its meetings had been perfunctory and had merely approved the Secretary's actions and proposals. We are not impressed with this criticism and consider that if the teaching members have not succeeded in getting matters in which they are interested on to the agenda they must themselves bear some share of the blame. Their complaints of the Board's proceedings have been essentially on matters of day to day management and we see no reason to doubt that such representation as they now enjoy, if vigorously exercised, should enable them to eliminate misunderstandings and failures of co-ordination.

278. We hope that, with the active assistance of its two teaching members the new examining authority which we propose will give special attention to the establishment and maintenance of a proper liaison with the teaching establishments. The training and examination of student sanitary inspectors should in our view be two parts of a single process and there should be the closest co-operation and mutual understanding by those charged with each part of it.

Performance of Work—Criticism by Sanitary Inspectors

279. Criticism by Sanitary Inspectors has covered the whole field of the Board's activities and is to the general effect that the training and examination are not thorough enough and that the standards set are not up to date and are on the whole too low. We have dealt with the various points at the appropriate places throughout this Report.

Constitution—Dual Administration

280. We have in the previous chapter stated our opinion that the Royal Sanitary Institute's examination for Inspectors of Meat and Other Foods, while originally an examination for specialists, has become one which is taken by the great majority of sanitary inspectors and ought in our view to be amalgamated with the basic examination. We think it probable that the present somewhat unsatisfactory position in this respect has come about partly because the two examinations are administered by two separate bodies. There is no single body whose function it is to consider the whole question of the training of sanitary inspectors and to decide whether the new developments in the work which arise from time to time can best be met by modifying the basic examination or by providing an additional one.

281. It is also in our view unfortunate that the body responsible for the basic examination should be powerfully influenced by another body which might be thought to be prejudiced in favour of the continuance of additional examinations. From this point of view the degree of connection between the Board and the Institute appears to be a particularly inconvenient one. If the relation were closer, questions such as whether a new subject should be included in the basic examination or form the subject of a new one could be discussed freely by all the leading figures of both bodies; if the relation were looser there would be no room for any suspicion that a decision by the Board not to alter the scope of its basic examination might have been influenced by the desire of the Institute to continue or extend its additional examinations. A recent striking example of what we consider the unfortunate results of the present system has been described in paragraphs 240 to 242.

282. We are accordingly of opinion, and recommend, that the body charged with conducting the basic examination should have the power and duty to concern itself with the whole field of the training and examination of sanitary inspectors including any advanced or specialised examinations that it may consider necessary for sanitary inspectors. We hope that when this position is established the Royal Sanitary Institute and the Sanitary Inspectors Association will cease to provide examinations specifically designed for sanitary inspectors in this country, and that the examinations to be conducted by the recognised body will be so adequate that examinations and certificates offered by extraneous bodies will not be attractive to sanitary inspectors or their employers.

Constitution—Representation of Sanitary Inspectors

283. When examinations for sanitary inspectors were first held neither sanitary inspectors themselves nor their Association had anything like the standing that both enjoy today. The early inspectors were enforcement officers pure and simple, often of small educational attainments, carrying out work prescribed by medical men, architects and engineers. It was not surprising that in the conditions then prevailing, the body established to examine them should have been composed of the professional men of higher standing in accordance with whose ideas their work was to be done and that none of the sanitary inspectors themselves were included. That situation, however, no longer prevails. The status of sanitary inspectors and of their Association have improved beyond recognition and we believe the time has come when they can reasonably expect to play a much greater part in the discussion of their own training and qualification. Sanitary inspectors are a responsible and highly trained body of men, and, while a

number of professions provide the scientific and technical knowledge which are the tools of the sanitary inspector, no-one knows better than the sanitary inspector himself just what tools he requires.

284. The present arrangements embodied in the Examination Board's new Committee of Management go some way towards recognising the claim to greater participation by sanitary inspectors. They have only been in operation since January, 1951, however, and it is not easy, as yet, to form an opinion whether they will prove workable. Nevertheless we do not consider that the expedient adopted is on the face of it one which can reasonably be expected to solve the problem of the under-representation of sanitary inspectors. The dividing line between day to day business and policy is always a difficult one to draw, though friction between a committee and its parent body on this matter may seldom arise if the committee is composed wholly of members of the parent body. But where, as in the present case, the membership of the committee includes outside persons, and where there are strong differences of opinion, and the weight of the two schools of thought is different in the two bodies, the probability of a clash must become much greater.

New Examining Authority

285. We are convinced that the only effective solution of the problem is the replacement of the present Board by a new authority with different membership and different powers. The composition of the present Board cannot be regarded as sacrosanct. We have shown how it has arisen from distant historical events and a series of difficult compromises. We are of opinion that, while all its constituent bodies have done valuable work in the past, not all of them are now so closely concerned in the matters within its competence that their participation in or consent to any new arrangement could be regarded as essential. We think that the time has now come to establish a new examining authority and in doing so to disregard claims which are merely historical and to have regard only to the contribution which the representatives of each nominating authority can make in the future to the successful discharge of the authority's functions. The case for this proposal does not rest primarily on the alleged shortcomings in the operation of the present system, though, as we have indicated, some of the criticisms are, in our view, well founded; it rests on the passage of years and development of a new type of public officer.

286. The Sanitary Inspectors Association have suggested that they should nominate half the members of the examining authority; many individual Sanitary Inspectors have gone further and suggested that the responsibility for conducting examinations should be placed on a body, such as the Sanitary Inspectors Association, composed wholly of representatives of Sanitary Inspectors. In support of this view we were reminded that a number of professional examinations, including several which are in practice regarded as a qualification for local government posts, are conducted by purely professional bodies. There is of course nothing to prevent a professional or scientific body instituting examinations in the subject with which it is concerned and awarding diplomas or certificates to successful candidates; and it is open to local authorities, as to any other employers, to have regard to success in such examinations in selecting their staff. But, in the case of sanitary inspectors, a certificate of competency is a legal requirement imposed by Act of Parliament, and to place the control of entry into this branch of the local government service entirely in the hands of those already engaged in the service would in our view be to overlook the interest of the public at large in the matter.

287. We are fortified in this view by the trend of legislation in the present century. The constitution of the General Medical Council is a case in point. Under recent legislation amending the 19th Century Medical Acts the Council consists of fifty persons of whom eleven are directly elected by the profession. Of the remainder, ten are appointed by the Privy Council of whom three must be laymen, one by the Government of Northern Ireland and twenty-eight by universities, colleges and other licensing bodies. In constituting Councils or Boards for controlling entry into a number of the newer professions Parliament has acted on the same principle, granting a generous representation to persons engaged in the profession, but including also members appointed to represent the public interest. Thus, the General Nursing Council has a total membership of thirty-four, half being directly elected by Registered Nurses, the remainder by the Privy Council, the Minister of Health and the Minister of Education. In the case of the Central Midwives Board, out of a total membership of sixteen, six are appointed by the Minister of Health, four by the Royal College of Midwives and the remainder by the Royal College of Physicians, the Royal College of Surgeons, the Royal College of Obstetricians and Gynaecologists, the Society of Medical Officers of Health, the Association of Municipal Corporations and the County Councils Association. There is, moreover, a very real and practical objection to an examining body being composed wholly of members engaged in the profession, particularly where that profession is in fact public employment. However disinterested the administration of the powers conferred on the body might be, it is almost inevitable that any reform instituted with the aim of raising the standards, and with the incidental result of rendering entry more difficult, would be interpreted as a move to improve conditions of employment by creating a scarcity value.

288. For these reasons we cannot accept the view that the Sanitary Inspectors Association or any similar body should be made the examining authority. We believe that in practice the concession to such a body of half the seats would be open to much the same objection. Where half the seats are held by one organisation and the remainder divided among several others, it is likely that the whip hand would in fact be held by the united 50 per cent. Another possibility would be for a substantial proportion of the seats to be filled by representatives directly elected by all the Sanitary Inspectors in the country. Direct election to a professional regulating or examining body is a device which some professions follow and others do not; we have been unable to discern any general principle which has decided the adoption or rejection of this method. It is superficially attractive as being a straightforward application of democratic procedure and might well have practical advantages in the case of a profession much divided in interest or opinions. The machinery for such a nationwide election must, however, be complicated and expensive, and if a simpler method can be found of selecting a small group of persons who will be regarded by the profession at large as fit representatives we think such a method is generally to be preferred. In the case of Sanitary Inspectors there already exists in the Sanitary Inspectors Association a body representative of practically all the inspectors in the country (including retired inspectors).

289. The Sanitary Inspectors Association with a membership of approximately 4,600 has as its principal objects the promotion and interchange amongst its members of knowledge of sanitary science and kindred subjects and "the holding of meetings and conferences for the discussion of subjects connected with sanitary administration and hygiene". It is not a trade

union. Most of its members also belong to the Sanitary Officers Guild, a body which is concerned with the material interests of Sanitary Inspectors and is in fact registered as a trade union. The Sanitary Inspectors Association has since 1922 had a right to nominate two members of the present Examination Board and its predecessor, and in the circumstances we see no reason against utilising it to ensure the representation of Sanitary Inspectors. We are accordingly of opinion that members of the examining authority to represent Sanitary Inspectors should be appointed by the Sanitary Inspectors Association and that to meet the consideration set out above these should amount to approximately 40 per cent. of the total membership of the authority.

290. The interests of the general public should in our view be safeguarded by the appointment of representative members by local sanitary authorities, the appointments being made by the appropriate local government associations. We recommend that the Association of Municipal Corporations, the Standing Joint Committee of Metropolitan Borough Councils, the Urban District Councils Association, and the Rural District Councils Association should each appoint one member. We have considered whether the new Authority should include representatives of Government Departments. The Ministries of Health, Housing and Local Government, Food, Agriculture and Fisheries, and Education are all in greater or less degree interested in the work and training of sanitary inspectors and a close relation between each of these Departments and the Authority would be of value to both. We do not, however, think that officers of these departments should be members of the authority. The better procedure in our view is that the Departments should be entitled to nominate officers who would have the right of attending meetings of the Authority and of its committees and of taking part in discussions but not of voting. In view of its general responsibilities for the appointment of proper persons as sanitary inspectors, the Ministry of Health would have a close and continuous interest in the proceedings of the Authority and its representative would normally attend all the meetings of the Authority. In the case of the other Departments there would no doubt be an understanding that their representatives attended only when matters relating to their own Departments were under review.

291. Medical men stand in a special relationship to sanitary inspectors. Not only is the whole work of sanitary inspection directed to the maintenance and improvement of the public health, but Medical Officers of Health, under whose general direction sanitary inspectors are by regulation required to work, are responsible to their authorities for the adequate performance of sanitary functions. Medical men have been the pioneers of sanitary inspectors' training and examination and, while we take the view that this function should no longer rest mainly in their hands, we think it important their interest in it should be maintained. We accordingly recommend that three members of the Examination Authority should be appointed by the Society of Medical Officers of Health. This is the representation at present enjoyed by that Society, though a number of medical officers have also in practice been nominated to the Board by other bodies.

292. We have already expressed our approval of the association with the Examination Authority of representatives of the technical institutes undertaking the training of student sanitary inspectors. We think this should be continued, and we accordingly recommend that two members be nominated by the Association of Principals of Technical Institutions. We have not recommended representation of the Association of Technical Institutions,

who at present appoint one member of the Committee of Management, because our object is to ensure practical guidance ; the Association of Principals of Technical Institutions is composed solely of professional officers in charge of these establishments whereas the Association of Technical Institutions also includes members of the governing bodies.

293. The present Board and its predecessor have always included members associated with universities and we think this has been a valuable feature. A body concerned with examination requires the participation not only of people who know what sort of person the examinations are intended to select but also of people who are familiar with the processes of education leading up to such an end product. From this point of view it would be useful for the authority also to have the advantage of a member familiar with educational problems in general and this type of person is, we believe, most likely to be found at the universities. In view of the width and diversity of this field we recommend that the selection be left to the Minister of Health, who will no doubt take such advice as he considers suitable before making his selection. It has also been a useful feature of the present Board and its predecessor that one or more members have been drawn by Ministerial appointment from amongst persons in public life interested in health questions and we think this feature should be retained. To meet these requirements we recommend that two independent persons be appointed by the Minister of whom one must be associated with a university.

294. There remains the question which, if any, of the professional and scientific bodies dealing with matters within the range of sanitary inspection should be represented. As already pointed out, the present Examination Board contains representatives of

The Royal Institute of British Architects.

The Institution of Municipal Engineers (formerly the Institute of Municipal and County Engineers).

The Worshipful Company of Plumbers.

The Worshipful Company of Carpenters.

The Royal Institute of Public Health and Hygiene.

In considering the question whether representatives of these bodies, with or without others not now represented, should be included in the new authority, we could not ignore the remarkably wide scope of modern sanitary inspection and the consequent large number of professions and crafts whose special skills are to some extent involved. As a practical field worker the sanitary inspector has from time to time to apply knowledge or skill which is the primary concern of the medical man, the veterinary surgeon, the bacteriologist, the chemist, the architect, the sanitary engineer, the water engineer, the boiler technician, the builder, the food manufacturer and others. Not all of these can be represented on an examining authority for sanitary inspectors without making it an altogether unwieldy body, and not all will be continuously concerned in the deliberations of such a body. We think that while one or two such professions are so closely concerned with major portions of a sanitary inspector's work that the inclusion of their representatives as members of the authority is indispensable, the knowledge of the majority might best be tapped by inviting representatives to attend meetings of the authority or its committees as and when the business to be discussed requires their assistance.

295. Considering first the case for architects, it is noteworthy that when the present Examination Board was being formed in the 1920's, the Royal Institute of British Architects, one of the original constituents of the old

Sanitary Inspectors Examination Board, offered to drop out in order to facilitate the foundation of a smaller body. On the refusal of other bodies to follow suit this offer was withdrawn. When we approached the Institute its preference was for continued representation. We received evidence from a deputation on this question and it appeared that while a definite claim was made to a seat on the new authority, the members of the deputation recognised that the emergence of the building inspector as an appointment separate from that of sanitary inspector, even though sometimes combined in the same person, rendered the concern of architects less than it had been in the past. It was urged, however, that the experience of the Royal Institute of British Architects in the regulation of entry into another profession would be useful to the Board. We were impressed by the arguments put forward, but on the whole, and applying the principles explained in the previous paragraph, we came reluctantly to the conclusion that in the new authority we have in mind the concern of architects, while by no means to be ignored, would not be sufficiently great to justify representation by a member. We have no doubt that the authority will continue to enjoy the valuable assistance of the Royal Institute of British Architects whenever it has questions before it which require expert architectural advice.

296. The municipal branch of the engineering profession is one whose work is more closely associated with sanitary inspection than is the profession of architecture, and it is notable that engineers have played a large part as examiners in the work of the present Board. We feel that much of the knowledge required by a sanitary inspector can best be tested by engineers, and we therefore recommend that the Institute of Municipal Engineers continue to be associated with the examinations and they be given the right to appoint one member to the new authority.

297. The Worshipful Companies of Plumbers and Carpenters are in a different category from the organisations discussed above. Both are ancient livery companies of the City of London, originally craft guilds but now no longer mainly composed of members of the trades from whom they take their titles. Both endow educational work and both provided courses which were of value to the early sanitary inspectors but have now been overtaken by the facilities offered by the technical institutes. We have consulted both companies and neither has expressed a strong desire to continue to be represented on the body responsible for examining sanitary inspectors. While paying tribute to their valuable work in the past we do not, therefore, recommend that either be included among the bodies represented in the new authority.

298. Finally, among the miscellaneous constituent bodies of the present Board, there is the Royal Institute of Public Health and Hygiene. This voluntary organisation does not represent any single profession or department of knowledge, but is, like the Royal Sanitary Institute, a composite body covering different sections of the public health world. Under its original title of the British Institute of Public Health it took a leading part in the formation of the old Sanitary Inspectors Examination Board and was generally to be found in opposition to the Royal Sanitary Institute. In recent years, apart from nominating a member of the Board, it has played little part in the training of sanitary inspectors and, while its nominees have been distinguished medical officers and valuable members of the Board, their usefulness has been personal and has owed little to the fact that their nomination was by the Royal Institute of Public Health and Hygiene rather than by the Society of Medical Officers of Health or the Royal Sanitary Institute. Since the connection of the Royal Institute of Public Health and Hygiene with the examination of sanitary inspectors has now become purely historical, we do not recommend that it should be continued as a nominating body under the new authority.

299. In a different category among the present nominating bodies is the Royal Sanitary Institute. This distinguished organisation differs from the various professional societies in that it is not the representative body of any single profession though its members are drawn from several. In these respects it is similar to the Royal Institute of Public Health and Hygiene but differs from the latter in the much greater part it has continued to play in the examination of sanitary inspectors. Not only does it appoint ten members to the present Board and carry out the Board's practical functions as its agent, it also independently administers the examinations for inspectors of smoke and of meat and other foods commonly taken by sanitary inspectors in this country and is in many overseas territories the sole recognised body administering the basic qualifying examination for sanitary inspectors. Its present activities, no less than its long and honourable history, give it a unique position in public health and while we think the time has now passed when it could appropriately play the leading part in directing the education of sanitary inspectors, we should not wish to see it entirely divorced from this activity. Particularly in view of its continued responsibility for overseas examinations we consider it should be represented in the new authority and we recommend that it have the right to appoint one member.

300. A professional body not represented on the present Board but having a strong claim to inclusion in any future authority is the Royal College of Veterinary Surgeons. Veterinary surgeons are included among the membership of the Royal Sanitary Institute, and, as we have already pointed out, play a vital part in the present meat and other foods examination conducted by that body. We have recommended the amalgamation of that examination with the basic examination, which will accordingly in future, if our recommendations are adopted, give greater attention to meat inspection and require of candidates a much higher standard. In order to administer an examination modified in this way we consider it essential that the responsible authority should enjoy the advantage of a member having the highest qualifications in the sphere of meat inspection and we accordingly recommend that one member of the new examining authority be appointed by the Royal College of Veterinary Surgeons.

301. The recommendations as to membership which we have made in the immediately preceding paragraphs amount, apart from the Sanitary Inspectors Association, to fourteen seats. In order to preserve a suitable proportion the representation of that Association should be ten members, bringing the total to twenty-four. The whole composition of the new body which we recommend will accordingly be as follows:—

- 10 appointed by the Sanitary Inspectors Association
- 3 appointed by the Society of Medical Officers of Health
- 1 appointed by the Royal Sanitary Institute
- 2 appointed by the Association of Principals of Technical Institutions
- 1 appointed by the Institute of Municipal Engineers
- 1 appointed by the Royal College of Veterinary Surgeons
- 4 appointed to represent local authorities, i.e., one each by the Association of Municipal Corporations, the Standing Joint Committee of Metropolitan Borough Councils, the Urban District Councils Association and the Rural District Councils Association
- 2 independent persons appointed by the Minister of Health, of whom one must be associated with a university

There will also be non-voting liaison officers appointed by the Minister of Health and other government departments. We recommend further that the chairman of the Board should be selected by the Minister of Health from among its members.

302. We have criticised in previous paragraphs the degree of connection between the present Examination Board and the Royal Sanitary Institute and dealt with the practical disadvantages which it entails. We do not, however, think it likely that the new authority we are suggesting will be able to be entirely independent in the sense of having its own premises and full time officers. The work of conducting the examinations has, since the foundation of the present Board, been performed by a small staff who were at the same time conducting all the examinations provided by the Royal Sanitary Institute, and we do not think that anything in our recommendations will so increase this work as to justify the employment of full time staff or the substantial increase in examination fees which such a development would necessarily involve. Examinations are not being held all the time and the staff engaged on sanitary inspectors examinations, while feverishly busy on this at certain times of year, will have ample time for other work at other times. We therefore think it likely that the new authority, when formed, will find it convenient to make an arrangement with some other body either for sharing staff and premises or for the latter to perform the administrative work as its agents. The new authority will clearly have to have its own Secretary, but as there will not be sufficient work all the year round to engage the whole attention of a competent person the appointment will no doubt be a part-time one. Since, however, the Secretary will be concerned not only with day to day administration but also with the formation of policy, and in order to preserve the new body's independence in this respect, we suggest that he should not be a person the remainder of the whole time is spent in the service of the agency body.

303. In order that there may be no question of the new body's independence in the formation of policy we consider that it should not be bound, as is the present Board, to any particular agency arrangement but should be left free to negotiate whatever arrangement it thinks best. Subject to this we think the new authority is likely to see much benefit in continuing to take advantage of the machinery provided by the Royal Sanitary Institute. That body has great experience in the conduct of examinations and has, we consider, brought the exact and economical performance of such work to a high degree of perfection. If, therefore, the Royal Sanitary Institute are willing to continue this work on reasonable terms as agents of the new authority, we consider it would be in the interests of both bodies for such an arrangement to be made. Failing such agreement a suitable arrangement might perhaps be made with the Local Government Examination Board or with a university or a professional association.

Name and Objects

304. In recognition of the nature of its responsibilities we recommend that the new authority be known as the Public Health Inspectors Education Board. In view, further, of the widened scope of the new basic examination we recommend that the basic qualification to be issued by the new Board be called the Diploma in Public Health Inspection. We have already indicated our view that the powers of the present Board are unduly limited.

We consider that the main objects of the new authority should be:—

- (1) To hold examinations and issue certificates of competency for the office of sanitary inspector, to be known as the Diploma in Public Health Inspection.
- (2) To hold all such other examinations and issue all such other certificates as may from time to time in the authority's opinion be necessary for sanitary inspectors.
- (3) To approve courses of instruction for any of its examinations.
- (4) To approve local authorities for the purposes of practical training in the duties of a sanitary inspector.
- (5) To keep under review all questions relating to the recruitment, training and qualification of sanitary inspectors.

Minister of Health

305. Under the constitution of the original Sanitary Inspectors Examination Board the Local Government Board had power to issue directions to the Board and also to alter its composition by increasing the representation of any existing constituent or granting representation to any additional body. When the present Board was founded both these powers disappeared. The power of direction we would not wish to see revived. The Minister will have an ultimate sanction in his power to withdraw recognition of the Board's certificate, but we do not think it desirable that a government department should interfere frequently in the conduct of a body responsible for standards of professional education. We do think, however, that the disappearance of the Minister's power for overhauling the Board's composition has been a disadvantage and we recommend that he should have power, at the request of the new Board, to alter its composition. The Minister should in other words have power to enable a majority of the Board to carry through changes without the consent of a minority, but he should not have power, as he had under the old Board to overrule the majority. We are further of opinion that the Minister should keep himself closely informed about the work of the examining authority and that for this purpose he should arrange for frequent inspections of the examinations to be made on his behalf.

Summary

306. We recommend:—

- (i) the withdrawal of the Minister's recognition of the Certificate of Competency for the Office of Sanitary Inspector issued by the Royal Sanitary Institute and Sanitary Inspectors Examination Joint Board (paragraph 285);
- (ii) the establishment of a new independent body, to be known as the Public Health Inspectors Education Board, with power,
 - (a) to examine for and issue a Diploma in Public Health Inspection as the basic qualification to be recognised by the Minister's regulations,
 - (b) to examine for other certificates it may consider necessary for sanitary inspectors,
 - (c) to approve courses of education for all of its examinations,
 - (d) to approve local authorities for the purposes of practical training,
 - (e) to keep under review all questions relating to the recruitment, training and examination of sanitary inspectors (paragraph 304);

(iii) that the Board be composed of 24 members selected as follows:—

10 appointed by the Sanitary Inspectors Association.

3 appointed by the Society of Medical Officers of Health.

1 appointed by the Royal Sanitary Institute.

2 appointed by the Association of Principals of Technical Institutions.

4 appointed one each, by the Association of Municipal Corporations, the Standing Joint Committee of Metropolitan Borough Councils, the Urban District Councils Association and the Rural District Councils Association.

1 appointed by the Institute of Municipal Engineers.

1 appointed by the Royal College of Veterinary Surgeons.

2 independent persons appointed by the Minister of Health of whom one must be associated with a university (paragraph 301);

—
24
—

(iv) that the Chairman of the Board be selected from among its members by the Minister of Health (paragraph 301);

(v) that the Minister of Health and other government departments be represented at meetings of the Board by non-voting liaison officers (paragraph 290);

(vi) that representatives of professional organisations concerned in the work of sanitary inspectors who do not appoint members be invited to advise the Board as required (paragraph 294);

(vii) that the Board have its own secretary but delegate the administration of its examinations to some other body by way of a freely negotiated agency agreement (paragraphs 302 and 303);

(viii) that the Board give special attention to the maintenance of liaison with teaching establishments (paragraph 278);

(ix) that the provision in this country of any examinations specially intended for sanitary inspectors by any other body than the Board be discouraged (paragraph 282);

(x) that the Minister of Health have power to alter the composition of the Board at the Board's request (paragraph 305);

(xi) that the Minister of Health direct regular inspections of the Board's examinations (paragraph 305).

SUMMARY OF RECOMMENDATIONS

Recommendations requiring legislation

307. (i) Evidence of having passed a qualifying examination should be made obligatory for all new appointments in England and Wales (paragraph 251).

(ii) The designation of a sanitary inspector should be altered to "Public Health Inspector" (paragraph 172).

Recommendations requiring amendment of the Minister of Health's regulations

(iii) A sanitary inspector should not be eligible for appointment by an authority which employs only one inspector until he has had two years' experience as a qualified inspector (paragraph 211).

(iv) The Minister's recognition of the Certificate of Competency for the Office of Sanitary Inspector issued by the Royal Sanitary Institute and Sanitary Inspectors Examination Joint Board should be withdrawn and given instead to the Diploma of the proposed new authority (paragraph 285).

Recommendations concerning the constitution and powers of a new Examining Authority

(v) A new independent body should be established, to be known as the Public Health Inspectors Education Board, with power,

- X
- (a) to examine for and issue a Diploma in Public Health Inspection as the basic qualification to be recognised by the Minister's regulations,
 - (b) to examine for other certificates it may consider necessary for sanitary inspectors,
 - (c) to approve courses of education for all of its examinations,
 - (d) to approve local authorities for the purpose of practical training,
 - (e) to keep under review all questions relating to the recruitment, training and examination of sanitary inspectors (paragraph 304).

(vi) The Board should be composed of 24 members selected as follows:—

- 10 appointed by the Sanitary Inspectors Association
- 3 appointed by the Society of Medical Officers of Health
- 1 appointed by the Royal Sanitary Institute
- 2 appointed by the Association of Principals of Technical Institutes
- 4 appointed one each, by the Association of Municipal Corporations, the Standing Joint Committee of Metropolitan Borough Councils, the Urban District Councils Association and the Rural District Councils Association
- 1 appointed by the Institute of Municipal Engineers
- 1 appointed by the Royal College of Veterinary Surgeons
- 2 independent persons appointed by the Minister of Health of whom at least one must be associated with a university

—
24 (paragraph 301).
—

(vii) The Chairman of the Board should be selected from among its members by the Minister of Health (paragraph 301).

(viii) The Minister of Health and other government departments should be represented by liaison officers (paragraph 290).

(ix) Representatives of professional organisations concerned in the work of sanitary inspectors who do not appoint members should be invited to advise the Board as required (paragraph 294).

(x) The Board should have its own secretary but delegate the administration of its examinations to some other body by way of a freely negotiated agency agreement ; such other body might be the Royal Sanitary Institute, the Local Government Examination Board, a university, or a professional association which already holds examinations (paragraphs 302, 303).

(xi) The Minister of Health should have power to alter the Composition of the Board at the Board's request (paragraph 305).

(xii) Specialist examinations in smoke, and in meat inspection at slaughter-houses as well as any new examinations which may be required in the future, should be administered by the same body as the qualifying examination (paragraphs 229, 239).

Recommendations concerning examinations for Sanitary Inspectors

(xiii) The scope and standard of the qualifying examination should be that of the present basic and meat and other foods examinations combined, and in addition, more attention should be given to smoke, insect pests, local government administration and public health in general. The standard in smoke need not be up to that of the present smoke examination (paragraph 250).

(xiv) In the conduct of the examination the practical inspection and report should be retained but should be marked by an examiner who has himself inspected the premises (paragraph 217).

(xv) The written papers should be increased in number and each one devoted to a related group of subjects (paragraph 222).

(xvi) The practical examinations should cover a more extensive range of foods (paragraph 234).

(xvii) Greater uniformity should be sought in the assessment of examination results (paragraph 226).

(xviii) Examiners should be drawn from a smaller panel and paid a fee (paragraph 226).

(xix) There should be an intermediate examination for students after the first two years of study (paragraph 252).

Recommendations concerning the conduct and policy of the Examining Authority

(xx) Theoretical instruction should normally comprise a four year course including instruction in meat and food inspection to a standard not lower than that now required for the Certificate for Inspectors of Meat and Other Foods (paragraph 201).

(xxi) Inspectors qualified under the present arrangements who have not obtained the present Meat and Other Foods Certificate should be permitted to sit for the food inspection part of the new examination (paragraph 230).

(xxii) Practical training should be obtained in the service of local authorities approved for the purpose by the examining authority and should be taken concurrently with theoretical training (paragraphs 205, 208).

(xxiii) The examining authority should register but not select students (paragraph 210).

(xxiv) Entrants from Trades should be required to have reached the same standard of education as other entrants, but should be allowed to demonstrate their attainment of that standard by taking examinations suited to older men (paragraph 164).

(xxv) The examining authority should give special attention to the position of Royal Naval sick berth attendants ratings wishing to qualify as sanitary inspectors while in the Navy (paragraph 161).

(xxvi) Subject to the essential needs of the local government service the examining authority should endeavour to meet the requirements of non-commissioned officers who have qualified as Hygiene Assistants or Hygienists while in the Army and Royal Air Force and who wish to qualify as sanitary inspectors after discharge. It may be necessary for the War Office and Air Ministry to amend their own training courses for this purpose (paragraph 162).

(xxvii) The normal standard of preliminary education required of recruits to sanitary inspection should be the General Certificate of Education at Ordinary level in four subjects, to include, English, Mathematics and a scientific subject (paragraph 157).

(xxviii) The Board should give special attention to the maintenance of proper liaison with teaching establishments (paragraph 278).

Miscellaneous recommendations

(xxix) The system of paid pupillage should be extended with the prospect of its ultimately becoming universal (paragraph 204).

(xxx) The provision in this country of any examinations specially intended for sanitary inspectors by any other body than the Board should be discouraged (paragraph 282).

(xxxi) The Minister of Health should direct regular inspections of the Board's examinations (paragraph 305).

308. We are much indebted to our Secretary, Mr. W. A. Fuller of the Ministry of Health. His detailed knowledge of the subject has been of the greatest assistance to us and in addition to arranging our meetings and handling a large volume of evidence with care and skill he has played a major part in the preparation of the Report.

(Signed) E. J. MAUDE (*Chairman*).

N. R. BEATTIE.

J. G. BURNETT.

IEUAN LEWIS.

L. G. WHITE.

R. WILLIAMS.

W. A. FULLER,

Secretary.

APPENDIX I

Evidence

Evidence was received by the Working Party from the following organisation and individuals.

The following gave written and oral evidence

Sanitary Inspectors Association

J. Graham, F.S.I.A.*
R. Johnson, D.P.A., F.S.I.A.
H. T. Perry, O.B.E., F.S.I.A.
C. A. Stansbury, F.S.I.A.

Association of County Sanitary Officers

W. Dewhurst, F.S.I.A.
F. H. Leggat, M.S.I.A.

Sanitary Officers Guild

E. M. Birtwisle, F.S.I.A.
F. H. Dyde.
W. R. McGrath, F.S.I.A., F.R.San.I.
A. Tyler, M.B.E., F.S.I.A., F.R.San.I.

Royal Sanitary Institute

J. W. Dudley Robinson, M.Sc., Ph.D.

Royal Sanitary Institute and Sanitary Inspectors Examination Joint Board

G. Binns, O.B.E., F.R.San.I., F.R.I.P.H.H.*
J. W. Dudley Robinson, M.Sc., Ph.D.

Society of Medical Officers of Health

G. L. C. Elliston, M.A.
J. Maddison, M.D., B.S., D.P.H.
E. H. R. Smithard, M.B.E., M.D., D.P.H.*
H. C. Maurice Williams, O.B.E., M.R.C.S., L.R.C.P., D.P.H.

} Jointly

Association of Sea and Air Port Health Authorities

H. C. Maurice Williams, O.B.E., M.R.C.S., L.R.C.P., D.P.H.

Association of Municipal Corporations

E. H. Dodds, LL.B.
E. J. O. Gardiner.
H. Paul, M.D., Ch.B., D.P.H.
Alderman Lt.-Col. J. H. Turner.
Alderman W. E. Yorke, C.B.E., J.P.

Association of Technical Institutions

Association of Principals of Technical Institutions

F. H. Reid, B.Sc., M.I.Mech.E.

} Jointly

Local Government Examinations Board

H. Slater, B.Sc. (Econ.), F.C.I.S.

Royal Institute of Public Health and Hygiene

A. G. G. Thompson, M.A., M.D., B.Sc., D.P.H.

Royal College of Veterinary Surgeons

W. G. R. Oates.
W. R. Wooldridge, Ph.D., M.Sc., M.R.C.V.S., F.R.I.C.
Professor J. G. Wright, D.Sc., M.V.S.C., F.R.C.V.S.

British Veterinary Association

H. E. Bywater, M.R.C.V.S.
F. Knight.
E. F. McCleery, M.R.C.V.S., D.V.S.M.
A. J. Wright, M.R.C.V.S.

* Member of Steering Committee.

National Smoke Abatement Society

S. N. Duguid, J.P., B.Sc.Tech., F.Inst.F., F.R.San.I.
G. W. Farquharson, M.S.I.A.
Arnold Marsh, M.Sc.Tech., M.Inst.F.
F. J. Redstone, F.R.San.I., F.S.I.A.

Rockefeller Foundation, Division of Medicine and Public Health

J. A. Logan, D.Sc.

Department of Health for Scotland

A. W. Ritchie, M.B.E., F.R.San.I.

Ministry of Education

H. H. Burness, C.B.E., M.C., Ph.D.
J. B. M. Hay, M.C.*

Ministry of Food

N. R. C. Dockeray.*

Ministry of Labour and National Service

Miss M. Hayward.*
W. R. Iley, O.B.E.

Admiralty

P. B. C. Moore.

War Office

Major W. S. Miller, R.A.M.C.

Air Ministry

Group Captain J. F. Dales

} Jointly

Ministry of Works

G. L. Ackers, M.I.C.E., M.I.Struct.E., F.I.San.E., F.R.San.I.
W. C. Orr.

The following gave written evidence only

Ministry of Agriculture and Fisheries.
Rural District Councils Association.
Institution of Municipal Engineers.
Royal Institution of Chartered Surveyors.
J. Goodfellow, M.R.San.I., A.M.I.S.E., Chief Sanitary Inspector, Leeds.
F. R. Jefford, F.R.San.I., F.S.I.A., Chief Sanitary Inspector, Cheltenham.
G. W. Heath.
H. Herbert, M.I.San.E., M.R.San.I.
C. E. Lockley.
H. C. Ormerod.

The following gave oral evidence only

Professor R. H. Parry, M.D., B.S. (Lond.), F.R.C.P., D.P.H., Q.H.P., Professor
of Preventive Medicine, Bristol University.

Sanitary Inspectors Association, Port Health Branch

J. Graham, F.S.I.A.
A. J. W. Harding, F.S.I.A.
R. Johnson, D.P.A., F.S.I.A.
C. Pickering, M.S.I.A.

Corporation of the City of London

M. T. Morgan, C.M.G., M.C., M.D., Ch.B., D.P.H.

Carpenters Company

F. H. Smith, M.I.Mech.E.

Royal Institute of British Architects

L. A. Chackett, F.R.I.B.A., F.R.I.C.S.
T. E. Scott, C.B.E., F.R.I.B.A.

Liverpool University, School of Hygiene, Sanitary Science Instruction Committee

Professor A. B. Semple, M.D., D.P.H.

* Member of Steering Committee.

APPENDIX II

Questionnaire issued to all Local Authorities and Sanitary Inspectors in England and Wales in November, 1951

MINISTRY OF HEALTH

WORKING PARTY ON THE RECRUITMENT, TRAINING AND
QUALIFICATION OF SANITARY INSPECTORS

Questionnaire

Part I

Particulars of Authority

One copy to be completed by the Authority and returned to the Ministry of Health. Where answers are suggested on the form please make a ring round the number of the appropriate answer in column 1. Where the answer is itself a number, e.g. in Question 7, it should be written in Column 1. Column 2 should not be used as it is required for sorting.

	Column 1	Column 2
	Answers	For office use only
1. Name of Authority		
2. Geographical County		
3. Type of Authority		
County Borough	1	
Non-County Borough	2	
Metropolitan Borough	3	
Urban District	4	
Rural District	5	
Port Health Authority	6	
4. Is the Authority's area wholly within the area of the Metropolitan Police District as defined in the Police Act, 1946?		
Yes	1	
No	2	
5. Population by 1951 Census		
6. Product of a Penny Rate		
7. Total establishment of Sanitary Inspectors		
8. Total number of Sanitary Inspectors employed on 21st November, 1951		
9. Population per employed sanitary inspector (See Note 1).		
10. Allocation of work (more than one answer may be ringed):—		
Is the work allocated among sanitary inspectors:—		
By sub-division of the Authority's area	1	
By permanent allocation of certain subjects to particular sanitary inspectors	2	
By allocating special subjects in rotation	3	
11. What clerical assistance is provided for sanitary inspectors (more than one answer may be ringed) (see note 2)		
Use of Authority's pool of typists	1	
Use of Public Health Department's pool of typists	2	
Typists working for sanitary inspectors alone	3	
Use of the Authority's general clerical staff	4	
Use of Public Health Department's clerical staff	5	
Clerks working for sanitary inspectors alone	6	
12. If 2 above applies, number of typists		
If 6 above applies, number of clerks		
(Numbers, if any, to be inserted in Column 1).		

13. Does the authority provide the following facilities for sanitary inspectors.

	Yes or No	Number present at training	in
(a) Unpaid trainees attached to the Authority's staff for a qualifying period of not less than 12 months			
(b) Student sanitary inspectors employed by the authority and paid as such			
(c) Part-time training for clerks, etc., already employed by the Authority who wish to qualify as sanitary inspectors			

	Column 1	Column 2
14. Institution normally used by the Authority's student sanitary inspectors for their theoretical training (see Note 3)—		
Barnsley Mining and Technical College	1	
Birmingham Central Technical College	2	
Blackburn Municipal Technical College	3	
Bradford Technical College	4	
Brighton Technical College	5	
Bristol College of Technology	6	
Burnley Municipal College	7	
Burton-upon-Trent Technical College	8	
Cambourne, Cornwall Technical School	9	
Cardiff, Technical College	10	
Doncaster, Technical College	11	
Durham, Whinney Hill Modern Boy's School	12	
Huddersfield, Technical College	13	
Leeds, College of Technology	14	
Liverpool University School of Hygiene	15	
London, Battersea Polytechnic	16	
London, S.E. London Technical Institute, Lewisham	17	
Manchester, College of Technology	18	
Middlesbrough, Constantine Technical College	19	
Newcastle, Rutherford College of Technology	20	
Northampton, College of Technology	21	
Norwich, City College	22	
Nottingham and District Technical College	23	
Plymouth and Devonport, Technical College	24	
Portsmouth, Municipal College	25	
St. Helens, Gamble Institute	26	
Salford, Royal Technical College	27	
Sheffield, College of Commerce and Technology... ..	28	
Shrewsbury, Technical College	29	
Stoke-on-Trent, North Staffordshire Technical College	30	
Swansea Technical College	31	
Wolverhampton and Staffordshire Technical College	32	
Wrexham, Denbighshire Technical College	33	
15. Number of hours required to travel by quickest means of public transport to the nearest centre providing approved courses for the Certificate of Meat and Other Foods:—		
Under half an hour	1	
Half an hour to an hour	2	
Over one hour and less than two	3	
Two hours or more	4	

Signature
Official Designation
Date

NOTES

- 1. Population as in question 5 divided by number of sanitary inspectors as in question 8.
- 2. For the purpose of question 11 a "typist" means a person who can only type letters or other documents which are dictated or drafted in full. A "clerk" means a person who, on general instructions, can compose simple routine letters and documents; a person of this class who also types should still be entered as a "clerk."
- 3. The institutions referred to in question 10 are those recognised by the Royal Sanitary Institute and Sanitary Inspectors Examination Joint Board and listed in paragraph 3 of the Board's Regulations.

MINISTRY OF HEALTH
WORKING PARTY ON THE RECRUITMENT, TRAINING AND
QUALIFICATION OF SANITARY INSPECTORS

Questionnaire

Part II

Particulars of Sanitary Inspectors

One copy in respect of each sanitary inspector to be completed by the Authority
and returned to the Ministry of Health.

1. Name of Authority
2. Geographical County
3. Name of Sanitary Inspector
4. Official Designation
5. Nature of Duties:

	Column 1	Column 2
	Answers	For office use only
If appointed to specialise in <i>one</i> of the following subjects or groups please place a ring round the appropriate number on the right. (See Note 1.)		
Meat Inspection at Slaughterhouses and/or Food Inspection	1	
Smoke Abatement	2	
Housing	3	
Health Education	4	
Factory Health Inspection	5	
Rodent and/or Infestation Control	6	
ONLY ONE SUBJECT TO BE INDICATED		
6. If any appointments are held outside the duties of a sanitary inspector please place a ring round the appropriate number on the right. (See Note 2.)		
Surveyor	1	
Shops Act Inspector*	2	
Cleansing Superintendent*	3	
Petroleum and/or Explosives Inspector	4	
Housing Manager	5	
Waterworks Manager	6	
Sewage Works Manager	7	
Architect	8	
Engineer	9	
Other	10	
Particulars of 10.....		
7. Annual percentage of working time spent on all duties outside those of a sanitary inspector. (See Notes 3 and 4.)		
Nil	1	
5 per cent. or less	2	
Over 5 per cent. and up to 10 per cent.	3	
Over 10 per cent. and up to 15 per cent.	4	
Over 15 per cent. and up to 20 per cent.	5	
Over 20 per cent. and up to 33 $\frac{1}{3}$ per cent.	6	
Over 33 $\frac{1}{3}$ per cent. and up to 50 per cent.	7	
Over 50 per cent. and up to 75 per cent.	8	
Over 75 per cent.	9	
8. Time spent on Duties. (See Notes 3 and 4.) Annual percentage of working time as sanitary inspector spent on the indicated duties of a sanitary inspector;		

	Column 1	Column 2
I. Supervisory Duties. (See Note 5.)		
(a) Administering and supervising the work of other sanitary inspectors	Percentage (a)	
II. Ordinary Duties		
(b) General Inspection of the district	(b)	
(c) Inspection of noxious or offensive trades	(c)	
(d) Inspection of water supply	(d)	
(e) Inspection of shops or places kept for the preparation or sale of food	(e)	
(f) Inspection of dwellings	(f)	
(g) Sampling under Food and Drugs Acts	(g)	
(h) Inspection under Milk Regulations	(h)	
(i) Infectious Diseases (including food-borne)	(i)	
(j) Rodents and other infestations	(j)	
(k) Canal Boats	(k)	
(l) Moveable Dwellings	(l)	
(m) Scavenging, cleansing and refuse removal	(m)	
(n) Shops Acts	(n)	
(o) Food inspection (i) Meat	(i)	
(o) Food inspection (ii) Fish	(ii)	
(o) Food inspection (iii) Other	(iii)	
(p) Smoke Abatement	(p)	
(q) Health Education	(q)	
(r) Disinfection	(r)	
(s) Drainage... ..	(s)	
(t) Factory Inspection	(t)	
(u) Other duties of a sanitary inspector (excluding Port Duties)	(u)	
III. Port Duties. (See Note 6.)		
(v) Port Health Regulations (i) Declarations of Health and tidal duties	(i)	
(v) Port Health Regulations (ii) Hygiene of Ships and Aircraft	(ii)	
(w) Inspection and sampling of foodstuffs in the port—		
(w) Inspection and sampling of foodstuffs in the port—(i) Meat	(i)	
(w) Inspection and sampling of foodstuffs in the port—(ii) Fish	(ii)	
(w) Inspection and sampling of foodstuffs in the port—(iii) General Foodstuffs	(iii)	
(x) Disinfestation of Ships and Aircraft:		
(A) Rodents:		
(A) Rodents: (i) Fumigation	(i)	
(A) Rodents: (ii) Other methods	(ii)	
(B) Insects:		
(B) Insects: (iii) All methods	(iii)	
(y) Hygiene of the Port	(y)	
(z) Other Port Duties	(z)	
	100 per cent.	
9. Office Work		
Total percentage of time spent inside the office on all duties of a sanitary inspector. (See Note 4.)		
5 per cent. or less	1	
Over 5 per cent. and up to 10 per cent.	2	
Over 10 per cent. and up to 15 per cent.	3	
Over 15 per cent. and up to 20 per cent.	4	
Over 20 per cent. and up to 25 per cent.	5	
Over 25 per cent. and up to 33 $\frac{1}{3}$ per cent.	6	
Over 33 $\frac{1}{3}$ per cent. and up to 50 per cent.	7	
Over 50 per cent. and up to 75 per cent.	8	
Over 75 per cent.	9	
Signature		
Official Designation		
Date		

NOTES

Note 1. For the purpose of question 5 an officer is to be considered as appointed to specialise only if his duty in connection with *one* of the subjects or groups mentioned is intended to be permanently the main part of his job and to be performed by him in parts of the authority's area where other subjects are dealt with by other inspectors; a secondary part of his job may or may not be the performance of general duties over a limited area. A chief or sole sanitary inspector can never be regarded as specialised in this sense nor should any sanitary inspector merely because, temporarily and in rotation with other sanitary inspectors, be concentrates on certain functions.

Note 2. The two starred items in question 6 should be treated as confined to those aspects of the duties which are outside those proper to a sanitary inspector as such e.g. street cleaning and questions of hours of work in shops.

Note 3. It is realised that in questions 7, 8 and 9 an accurate percentage cannot usually be given, but an approximation is better than nothing; where certain hours are spent on duties falling under two heads e.g. work on housing, partly as surveyor and partly as sanitary inspector, the approximate time so spent should be equally divided between the two functions if no more accurate calculation can be made.

Note 4. Where any duties are performed other than those of a sanitary inspector the answers to questions 8 and 9 should be limited to duties performed as sanitary inspector.

Where an officer holds one or more of the appointments referred to in questions 6 and 7, the percentages in questions 8 and 9 should be calculated in relation to hours worked as sanitary inspector, and not to total working hours; e.g. if out of every 100 hours worked for his Council an officer works 18 in the office as sanitary inspector, 42 outside as sanitary inspector, 10 inside as surveyor and 30 outside as surveyor, the answer to question 7 should be 40 per cent., and the answer to question 9 should be 30 per cent; the figures in question 8 should always add up to 100 per cent.

Note 5. In question 8, item (a) refers to the work of all Chief or Senior Sanitary Inspectors and their deputies etc., including those employed by a Port Health Authority.

Note 6. Answers under the heading "Port Duties" in question 8 should be entered not only in the case of Port Health Authorities, but also, in so far as applicable, in the case of Riparian Authorities and Authorities responsible for Airports.

MINISTRY OF HEALTH
WORKING PARTY ON THE RECRUITMENT, TRAINING AND
QUALIFICATION OF SANITARY INSPECTORS

Questionnaire

Part III (Confidential)

Personal Questions to Sanitary Inspectors

One form to be completed by each sanitary inspector and delivered in a sealed envelope to the Clerk for transmission to the Ministry of Health.

To the Sanitary Inspector:—

The Working Party on the Recruitment, Training and Qualification of Sanitary Inspectors has been appointed by the Minister of Health at the request of sanitary inspectors to enquire into the nature of the work at present being done by them and the nature and functioning of the present arrangements for their recruitment, training and qualification and as to the adequacy of such arrangements. It is hoped that in their own interests all sanitary inspectors will answer fully and frankly this part of the Questionnaire which the Working Party has prepared. All answers will be treated as strictly confidential, and only anonymous quotations or summarised results will be made public. On the completion of the investigation all questionnaires will be destroyed.

Instructions

Where this form offers a choice of numbered answers, e.g. in question 4, please put a ring round the number of the appropriate answer, in Column 1. Where the answer is itself a number, e.g. in question 3, please put the answer in Column 1.

Please do not write anything in column 2 as it will be required at the Ministry.

	Column 1	Column 2
1. Name of Authority.....		
2. Own Name.....	Answer	For office use only
3. Age in years.....		
4. Occupation immediately before commencing training as a sanitary inspector, but excluding any period of temporary service in the armed forces or of unemployment (only one answer should be ringed):—		
At school, or student	1	
Clerical work with a local authority	2	
Other clerical work	3	
Other office work	4	
Assistant Sanitary Inspector	5	
Health Visitor	6	
Qualified Surveyor	7	
Municipal Engineer	8	
Laboratory Assistant	9	
Building Trade	10	
Plumbing	11	
Meat Trade	12	
Merchant Navy	13	
Regular Armed Forces	14	
Other	15	
Particulars of 15 (if applicable should be entered below):		
.....		
.....		
5. Year of commencing training as a sanitary inspector		
6. Age in years at that time		
7. Had you previously been employed in another capacity by the first authority that employed you as a qualified sanitary inspector?		
	Yes	
	No	
8. Year of obtaining statutory qualification		
9. Age in years at that time		

	Column 1	Column 2
10. Occupation at that time (only one answer should be ringed):		
At school, or student	1	
Clerical work with a local authority	2	
Other clerical work	3	
Other office work	4	
Assistant Sanitary Inspector	5	
Health Visitor	6	
Qualified Surveyor	7	
Municipal Engineer	8	
Laboratory Assistant	9	
Building Trade	10	
Plumbing	11	
Meat Trade	12	
Merchant Navy	13	
Regular Armed Forces	14	
Other	15	

Particulars of 15 (if applicable) should be entered below:

.....
.....

11. How many qualified sanitary inspectors (including yourself) were there on the staff of the first authority by whom you were employed as a qualified sanitary inspector?	1 2 3 4 5 6 7 8 or 9 10 or more
12. Year of obtaining Certificate of Meat and Other Foods (if not obtained, please say "not")	
13. Educational qualifications recognised for entry upon training:— (See Note 1) (only one answer should be ringed)	
Matriculation	1
School Certificate	2
City and Guilds	3
Board of Trade Certificate	4
Nil (pre 1926)	5
Other	6

Particulars of 6 (if applicable) should be entered below:—

.....

14. Type of Authority with which qualifying practical training was obtained (see Note 2):—	
County Borough	1
Non-County Borough	2
Metropolitan Borough	3
Urban District	4
Rural District	5
Port Health Authority (See Note 3)	6
Other	7

Particulars of 7 (if applicable)

.....
.....

15. Type of practical training (See Notes 2 and 4)	
1 year/250 days/300 hours in a public health department	1
6 months/125 days/150 hours in a public health department	
following 3 years in approved building craft	2
1 year Assistant Sanitary Inspector	3
Full-time Post War Course	4
Other	5

	Column 1	Column 2
16. If answer to question 15 was 1, 2 or 3, was practical training undergone at the same time as theoretical ?		
Yes ...	1	
No ...	2	
Partly ...	3	
17. Types of authority with which employed as sanitary inspector since qualification:		
County ...	1	
County Borough ...	2	
Non-County Borough ...	3	
Metropolitan Borough ...	4	
Urban District ...	5	
Rural District ...	6	
Port Health Authority ...	7	
18. Additional Qualifications held:		
Smoke Inspectors Certificate ...	1	
Sanitary Science ...	2	
Certificate of Advanced Knowledge ...	3	
Diploma in Public Administration ...	4	
Institution of Sanitary Engineers ...	5	
Diploma of Institution of Public Cleansing ...	6	
Diploma of Sanitary Inspectors Association ...	7	
19. Any other qualifications held which are relevant to sanitary inspection should be entered below:		
.....		
.....		
20. Distance in miles between place where you obtained theoretical training for the basic qualification and place where you then lived: (See Note 5)		
Under 1 mile ...	1	
1 to 2 miles ...	2	
3 to 6 miles ...	3	
6 to 20 miles ...	4	
20 to 50 miles ...	5	
Over 50 miles ...	6	
21.		
(For official use)		
Signature		
Date		

NOTES

Note 1. The educational qualification to be entered in question 13 is one of those which, like those listed in the question, are or were recognised as entitling a student to enter upon theoretical training as a sanitary inspector; if more than one was possessed, only the highest should be indicated. Educational qualifications not so recognised should be ignored. Officers who held a Board of Trade certificate of competency and also one of the other qualifications should ring answer 4 only.

Note 2. The practical training referred to in questions 14, 15 and 16, is not general experience of a useful kind but only such periods of practical training as are or were required by regulations in order to become a qualified sanitary inspector.

Note 3. Question 14 should be answered "Port Health Authority" only if the training was obtained with an *ad hoc* Public Health Authority or with a Council having a separately organised port health service.

Note 4. The types of practical training referred to in question 15 at 1, 2 and 3 are those referred to in the current regulations of the Royal Sanitary Institute and Sanitary Inspectors Examination Joint Board and the periods are the minima there set out. If longer periods have in fact been worked, this should not be stated. The course referred to at 4 in question 15 is the temporary intensive full-time course for ex-servicemen which was in operation between 1946 and 1949.

Note 5. If you were in temporary lodgings for the purpose of training the distance should be calculated from the place where you normally lived.

Time Spent on Duties

Numbers in columns show the number of sanitary inspectors who spend the following percentages of their annual working time on each duty. Time spent on other appointments outside sanitary inspection has been left out of account, i.e., the percentages are percentages of the time given to sanitary inspection (see question 8 of Part II of questionnaire, in Appendix II above).

Duties (1)	Nil (2)	1 per cent. or less (3)	Over 1 per cent. and up to 3 per cent. (4)	Over 3 per cent. and up to 5 per cent. (5)	Over 5 per cent. and up to 10 per cent. (6)	Over 10 per cent. and up to 15 per cent. (7)	Over 15 per cent. and up to 25 per cent. (8)	Over 25 per cent. and up to 50 per cent. (9)	Over 50 per cent. and up to 90 per cent. (10)	Over 90 per cent. (11)	Total numbers answering (12)
I. SUPERVISORY DUTIES											
(a) Administering and supervising the work of other sanitary inspectors	3,240	31	61	173	205	72	145	183	119	163	4,392
II. ORDINARY DUTIES											
(b) General inspection of the district	1,018	119	404	655	981	399	553	246	31	—	4,406
(c) Inspection of noxious or offensive trades	2,806	992	432	156	13	—	2	1	2	—	4,404
(d) Inspection of water supply	1,841	929	708	450	299	97	65	12	2	—	4,403
(e) Inspection of shops or places kept for the preparation or sale of food	1,112	85	297	704	1,091	514	395	135	68	6	4,407
(f) Inspection of dwellings	866	28	81	175	512	420	865	885	527	46	4,405
(g) Sampling under Food and Drugs Acts	2,917	297	522	332	189	29	42	48	15	11	4,402
(h) Inspection under Milk Regulations	1,785	694	1,049	592	220	22	18	27	—	—	4,407
(i) Infectious Diseases (including food-borne)	1,243	763	1,309	794	256	14	11	7	7	3	4,407
(j) Rodents and other infestations	1,340	558	1,025	931	405	76	34	16	12	10	4,407
(k) Canal Boats	4,213	128	33	18	9	—	3	1	1	—	4,406
(l) Moveable Dwellings	2,154	928	629	416	222	36	17	4	—	—	4,406
(m) Scavenging, cleansing and refuse removal	2,795	254	273	289	411	176	151	55	2	1	4,407
(n) Shops Acts	1,954	687	813	704	173	24	24	19	3	5	4,406
(o) Food inspection: (i) Meat	1,724	570	709	422	276	135	231	201	92	46	4,406
(ii) Fish	2,277	1,228	597	212	53	13	14	6	7	—	4,407
(iii) Other	1,671	709	947	663	272	47	73	23	1	1	4,407
(p) Smoke Abatement	2,512	960	630	206	54	8	11	10	12	4	4,407
(q) Health Education	3,327	501	363	168	37	3	4	3	—	—	4,406
(r) Disinfection	2,536	896	641	274	46	6	7	1	—	—	4,407
(s) Drainage	987	210	533	897	1,130	346	232	54	10	8	4,407
(t) Factory Inspection	1,405	430	1,097	968	382	34	24	30	30	3	4,403
(u) Other duties of a sanitary inspector (excluding Port Duties)	1,975	325	650	621	511	170	81	43	7	4	4,387
III. PORT DUTIES											
(v) Port Health Regulations:											
(i) Declarations of Health and tidal duties	4,316	22	13	17	12	9	10	6	—	—	4,405
(ii) Hygiene of Ships and Aircraft	4,276	27	18	6	10	10	13	28	17	—	4,405
(w) Inspection and sampling of foodstuffs in the Port:											
(i) Meat	4,346	8	6	11	12	4	3	8	6	—	4,404
(ii) Fish	4,338	12	17	13	10	3	8	—	3	—	4,404
(iii) General foodstuffs	4,297	17	11	24	18	8	12	14	3	—	4,404
(x) Disinfection of Ships and Aircraft:											
(A) Rodents: (i) Fumigation	4,335	12	13	27	14	1	1	—	—	—	4,403
(ii) Other methods	4,334	19	14	19	8	5	4	—	—	—	4,403
(iii) All methods	4,345	13	16	18	11	1	—	—	—	—	4,404
(B) Insects: (i) All methods	4,295	34	14	32	18	9	1	1	—	—	4,404
(ii) Other Port Duties	4,311	22	12	24	12	19	4	—	—	—	4,404

APPENDIX IV

Security of Tenure in County Boroughs

The following Schedule reprinted from Ministry of Health Circular 1505 of 21st November, 1935, sets out the County Boroughs referred to in Section 110 (2) (a) of the Local Government Act, 1933, as those in which the medical officer of health or senior sanitary inspector shall not be dismissed except by the Council of the borough with the consent of the Minister or by the Minister.

*Bath	Eastbourne	St. Helens
Birmingham	East Ham	Smethwick
Blackpool	*Gateshead	Southampton
Bournemouth	†Gloucester	Southend-on-Sea
*Bristol	Great Yarmouth	Southport
Canterbury	Grimsby	South Shields
Cardiff	Huddersfield	Sunderland
Carlisle	Liverpool	Swansea
Chester	Merthyr Tydfil	Tynemouth
*Coventry	*Newport	Wakefield
*Croydon	Northampton	Wallasey
Darlington	Portsmouth	*Warrington
Dewsbury	*Preston	West Bromwich
Doncaster	Reading	West Hartlepool
	†Rotherham	

NOTE.—In cases marked * the section applies only to the medical officer of health and in those marked † to the senior sanitary inspector. In all other cases it applies to both officers.

APPENDIX V

Royal Sanitary Institutes Examination for Inspectors of Meat and Other Foods

Syllabus

1. A knowledge of the statutes, byelaws and regulations, also reports and circulars affecting the inspection, storage and sale of meat, fish, milk and other articles of food, including their preparation and adulteration.

2. Elementary animal physiology. The name, situation, appearance and methods of identification of the organs of the body in animals used for human consumption. The joints or parts into which the carcasses of animals are usually divided for food. Position of the lymphatic glands in the carcasses of food animals and the methods of exposing and examining these. Elements of nutrition.

3. Signs of health and disease in animals destined for food, in the flesh and organs of such animals after slaughter.

4. Practical methods of stalling, preparing animals for slaughter, and humane slaughtering of animals. Transportation of animals and carcasses.

5. Post-mortem appearances in healthy and diseased carcasses or joints, decomposition and other bacterial infection of food. Causes of food poisoning. Parasites.

6. Salt and fresh water fish, including shell-fish and crustacea. Their identification, seasons and the chief sources of supply. Recognition of their fitness or unfitness for human consumption and a knowledge of the methods of inspection and examination. Taking of samples of shell-fish.

7. Milk and milk products. The appearance and characteristics and the conditions which render it unfit for human consumption. Hygiene of cow-sheds and dairies, conditions essential for the production, storage and distribution of clean milk. Milk and milk infection; milk sampling; methods of inspection; grading of milk; pasteurization. Cream; natural and artificial. Ice-cream; manufacture, storage and sale. Cheese, butter and margarine. Dried and other treated milks.

8. The appearance and characteristics of fresh, frozen, chilled and cured meat, poultry, fruit, vegetables, and other foods, including canned, cured and bottled food. The conditions rendering them unfit for human consumption.

9. The various methods of packing, storing, canning, preserving and curing food; their effect on the food. The preparation of animal products in sausages, tripe and lard. The handling, carriage and distribution of foods.

10. Preservatives and colouring matter in food. Kinds of food in which preservatives may be used and kind of preservatives which may be added.

11. Practical methods and procedure with regard to inspection of food. Sampling under Food and Drugs Act. Interpretation of analysts' and bacteriologists' reports.

12. The hygiene of slaughterhouses, lairs, and all places where animals destined for food are kept.

13. The principles of construction and the hygiene of shops, stalls, markets, factories, and other places where food is stored, prepared or exposed for sale.

APPENDIX VI

Royal Sanitary Institute's Examination for Smoke Inspectors

Syllabus

1. A knowledge of the laws, byelaws and regulations affecting the emission or prevention of smoke, and methods of procedure in dealing with offenders.

2. A knowledge of the general principles underlying the production and transmission of heat; elementary chemistry of combustion.

3. Fuels; solid, liquid, gaseous; different kinds of coal in use; their attributes, the locality whence obtained; special fuels.

4. Furnaces; the essentials of construction; various types in use, purpose for which they are used.

5. Chimneys; height, natural and artificial draught and its measurement; composition and temperature of escaping gases. Proportion of carbonic acid as an indication of furnace efficiency.

6. Stoking; principles and practice of stoking, mechanical stokers; other apparatus and appliances for improving combustion.

7. Smoke; nature and composition of; formation and predisposing causes; effect of various components of smoke to the atmosphere, vegetation and buildings.

8. Smoke prevention in boiler and other furnaces, and in domestic fires; conditions of smokeless combustion, methods of measuring or estimating density and colour of smoke; smoke charts and instruments.

9. Other gases, dust and effluvia produced by combustion; their reduction and prevention.

10. A general knowledge of the various industries in which furnaces are used, or from which products of combustion are given off.

11. The main outlines of the application of gas, oil and electricity for the production of power in various industries.

APPENDIX VII

Miscellaneous statistics from Sanitary Inspectors Questionnaire

No. 1

ESTABLISHED POSTS AND VACANCIES

(November, 1951)

Type of Authority	Number of Established Positions for Sanitary Inspectors	Number of Sanitary Inspectors Employed	Number of Vacancies
County Borough	1,394·75	1,272·75	122
Non-County Borough	919·00	885·00	34
Metropolitan Borough	465·00	433·00	32
Urban District	887·25	867·25	20
Rural District	914·75	890·75	24
Port Health Authority	100	92	8
	4,680·75	4,440·75	240

No. 2

TRAINING FACILITIES

A. Types of Training provided

Type of Authority	Number of Authorities providing facilities for unpaid trainees attached to the Authority's staff for a qualifying period of not less than 12 months	Number of unpaid trainees serving on 21st November, 1951	Number of Authorities providing facilities for paid pupils	Number of Student Sanitary Inspectors serving on 21st November, 1951	Number of Authorities providing facilities for part-time students, i.e., already employed by the Authority who wish to qualify as Sanitary Inspectors	Number of part-time trainees serving on 21st November, 1951	Total of students and trainees	Number of Authorities providing no training facilities
County Borough ...	14	3	33	46	50	38	87	11
Non-County Borough ...	30	10	34	35	80	36	81	151
Metropolitan Borough ...	2	—	1	4	22	17	21	7
Urban District ...	56	16	49	28	105	67	111	308
Rural District ...	27	12	65	52	70	45	109	256
Port Health Authority ...	3	—	5	2	7	1	3	34
	132	41	187	167	334	204	412	767

B. Number of Students with each Authority

Type of Authority	Number of authorities whose UNPAID TRAINEES serving on 21st November, 1951 numbered		
	1	2-3	Over 3
County Borough	3	—	—
Non-County Borough	8	1	—
Metropolitan Borough	—	—	—
Urban District	16	—	—
Rural District	9	1	—
Port Health Authority	—	—	—
	36	2	Nil

Type of Authority	Number of Authorities whose PAID PUPIL SANITARY INSPECTORS serving on 21st November, 1951 numbered			
	1	2-3	4-6	7 and over
County Borough	8	12	1	1
Non-County Borough	21	4	1	—
Metropolitan Borough	—	—	1	—
Urban District	26	1	—	—
Rural District	44	4	—	—
Port Health Authority	—	1	—	—
	99	22	3	1

Type of Authority	Number of Authorities whose CLERKS IN PART-TIME TRAINING serving on 21st November, 1951 numbered			
	1	2-3	4-6	7 and over
County Borough	15	6	2	—
Non-County Borough	34	1	—	—
Metropolitan Borough	8	4	—	—
Urban District	57	5	—	—
Rural District	41	2	—	—
Port Health Authority	1	—	—	—
	156	18	2	Nil

No. 3

OFFICIAL DESIGNATIONS

Number of Sanitary Inspectors with each

Type of Authority	Chief Sanitary Inspector	Senior Sanitary Inspector	Deputy Chief Sanitary Inspector	Additional Sanitary Inspector	Sanitary Inspector	Chief or Senior Food Inspector	Food Inspector	Chief or Senior Port Health Inspector	Port Health Inspector	Other	Total Number submitting Return
County Borough ...	72	8	66	30	821	17	109	—	2	148	1,273
Non-County Borough ...	127	69	58	218	397	—	12	1	—	3	885
Metropolitan Borough...	14	11	12	—	318	4	49	—	—	25	433
Urban District ...	112	89	28	249	386	—	1	—	—	4	869
Rural District ...	138	114	28	327	258	—	2	—	1	2	870
Port Health Authority ...	—	—	—	—	—	1	9	17	60	1	88
TOTALS ...	463	291	192	824	2,180	22	182	18	63	183	4,418

MEAT AND OTHER FOODS CERTIFICATE

Type of Authority	Number of Sanitary Inspectors with Certificate	Number of Sanitary Inspectors with Certificate who specialise in Meat and Food Inspection
County Borough	835	155
Non-County Borough	726	33
Metropolitan Borough	286	64
Urban District	650	21
Rural District	601	6
Port Health Authority	71	11
	3,169	290

NOTE:

The following note relating to *specialisation* was included in the questionnaire:—

An officer is to be considered as appointed to specialise only if his duty in connection with *one* of the subjects or groups mentioned is intended to be permanently the main part of his job and to be performed by him in parts of the authority's area where other subjects are dealt with by other inspectors; a secondary part of his job may or may not be the performance of general duties over a limited area. A chief or sole sanitary inspector can never be regarded as specialised in this sense nor should any sanitary inspector merely because, temporarily and in rotation with other sanitary inspectors, he concentrates on certain functions.

AGE GROUPS

A. Age in November, 1951

Type of Authority	Chief or Senior Sanitary Inspectors				Sole Sanitary Inspectors				Others			
	Under 25 years	25-55 years	Over 55 years	Totals	Under 25 years	25-55 years	Over 55 years	Totals	Under 25 years	25-55 years	Over 55 years	Totals
County Borough ...	1	56	23	80	—	—	—	—	79	954	127	1,160
Non-County Borough ...	—	143	51	194	—	—	12	77	26	553	30	609
Metropolitan Borough ...	—	14	12	26	—	—	—	—	15	347	39	401
Urban District ...	—	160	36	196	1	223	43	267	15	376	8	399
Rural District ...	—	191	56	247	2	92	15	109	15	473	24	512
Port Health Authority ...	—	—	—	—	—	4	3	7	2	68	10	80
TOTALS ...	1	564	178	743	3	384	73	460	152	2,771	238	3,161

B. Above table expressed in percentages

Type of Authority	Chief or Senior Sanitary Inspectors				Sole Sanitary Inspectors				Others			
	Under 25 years	25-55 years	Over 55 years	Totals	Under 25 years	25-55 years	Over 55 years	Totals	Under 25 years	25-55 years	Over 55 years	Totals
County Borough ...	1.3	70.0	28.7	28.7	—	—	—	—	6.8	82.2	10.9	10.9
Non-County Borough ...	—	73.7	26.3	26.3	—	84.4	15.6	15.6	4.3	90.8	4.9	4.9
Metropolitan Borough ...	—	53.8	46.2	46.2	—	—	—	—	3.7	86.5	9.7	9.7
Urban District ...	—	81.6	18.4	18.4	0.4	83.5	16.1	16.1	3.8	94.2	2.0	2.0
Rural District ...	—	77.3	22.7	22.7	1.8	84.4	13.8	13.8	2.9	92.4	4.7	4.7
Port Health Authority ...	—	—	—	—	—	57.1	42.9	42.9	2.5	85.0	12.5	12.5

No. 6

AGE GROUPS WHEN COMMENCING TRAINING

Number of Inspectors

Type of Authority	Under 18 years	18-25 years	Over 25 years	Total number answering
County Borough ...	118	794	318	1,230
Non-County Borough ...	128	554	197	879
Metropolitan Borough ...	16	290	117	423
Urban District ...	131	561	164	856
Rural District ...	143	555	169	867
Port Health Authority ...	1	39	47	87
	537	2,793	1,012	4,342

No. 7

FIRST APPOINTMENT—SIZE OF STAFF

Numbers of Inspectors whose first appointment was under an authority whose total number of inspectors was as shown in the top line

Type of Authority	1	2	3	4	5	6	7	8 or 9	10 or more	Total number answering
County Borough ...	28	68	43	51	48	69	51	92	756	1,206
Non-County Borough ...	63	164	138	101	78	47	30	51	199	871
Metropolitan Borough ...	10	24	14	12	7	8	8	26	306	415
Urban District ...	134	246	115	69	35	30	17	31	172	849
Rural District ...	112	291	176	64	31	20	17	22	123	856
Port Health Authority ...	4	7	4	9	12	13	5	1	31	86
TOTALS ...	351	800	490	306	211	187	128	223	1,587	4,283

No. 8

PRACTICAL TRAINING

Number of Inspectors qualified since 1926 whose practical training was obtained by each of the methods specified in the Examination Board's regulations

Type of Practical Training	County Borough	Non-County Borough	Metropolitan Borough	Urban District	Rural District	Port Health Authority	Total
1 year/250 days/300 hours in a public health department	534	418	203	379	431	45	2,010
6 months/125 days/150 hours in a public health department following 3 years in approved building craft	120	70	35	68	60	3	356
1 year Assistant Sanitary Inspector	87	77	22	115	115	5	421
Full-time Post War Course	269	149	58	126	127	11	740
Other	22	20	14	21	19	7	103
Total number answering	1,032	734	332	709	752	71	3,630

No. 9

PRACTICAL AND THEORETICAL TRAINING

Answers to the question whether practical and theoretical training were obtained at the same time

Type of Authority	Yes	No	Partly	Total number answering
County Borough	713	33	79	825
Non-County Borough	569	17	66	652
Metropolitan Borough	260	4	29	293
Urban District	569	15	65	649
Rural District	582	14	60	656
Port Health Authority	59	—	1	60
Total number answering	2,752	83	300	3,135

APPENDIX VIII

Questionnaire issued to all County Councils and County Sanitary Officers in England and Wales in December, 1951

MINISTRY OF HEALTH

WORKING PARTY ON THE RECRUITMENT, TRAINING AND QUALIFICATION
OF SANITARY INSPECTORS

County Questionnaire

Part I

Particulars of County Council

One copy to be completed by the County Council and returned to the Ministry of Health. Where suggested answers are printed on the form please make a ring round the number of the appropriate answer in column 1. Where the answer is itself a number, e.g. in question 5, it should be written in column 1. Column 2 should not be used as it is required for sorting.

	Column 1	Column 2
	Answers	For office use only
1. Name of County Council		
2. Population by 1951 Census		
3. Product of a penny rate		
4. Total Establishment of sanitary officers (See Note 1)		
5. Total number of sanitary officers employed on 14th December, 1951 (See Note 1)		
6. Allocation of work (more than one answer may be ringed):— Is the work allocated among sanitary officers:—		
(a) by subdivision of County ?	1	
(b) by permanent allocation of certain subjects to particular sanitary officers ?	2	
(c) by allocating special subjects in rotation ?	3	
7. What clerical assistance is provided for sanitary officers (more than one answer may be ringed) (See Note 2)		
Use of Council's pool of typists	1	
Use of Health Department's pool of typists	2	
Typists working for sanitary officers alone	3	
Use of Council's general clerical staff	4	
Use of Public Health Department's clerical staff	5	
Clerks working for sanitary officers alone	6	

Signature

Official Designation

NOTES

Note 1. A "Sanitary Officer" for the purpose of this questionnaire means an officer appointed to perform sanitary duties for the County Council and qualified in accordance with the Sanitary Officers (Outside London) Regulations, 1935 and 1951 or the Sanitary Officers (London) Regulations, 1926 to 1951 to be appointed as a Sanitary Inspector by a Borough or District Council. It is not necessary that such an officer should be engaged exclusively upon sanitary duties.

Note 2. For the purpose of question 7 "typist" means a person who only types letters or other documents which are dictated or drafted in full. A "clerk" means a person who on general instructions composes simple routine letters and documents; a person of this class who also types should still be entered as a clerk.

MINISTRY OF HEALTH
WORKING PARTY ON THE RECRUITMENT, TRAINING AND QUALIFICATION
OF SANITARY INSPECTORS

County Questionnaire

Part II

Particulars of Sanitary Officers

One copy in respect of each sanitary officer to be completed by the Council and
returned to the Ministry of Health.

	Column 1	Column 2
1. Name of County Council		
2. Name of Sanitary Officer		For office use only
3. Official Designation		
TIME SPENT ON DUTIES (See Notes) (Please enter percentages in Column 1)		
4. Percentage of total time worked annually on each of the duties indicated:—		
(a) Review of County Sanitary circumstances (including survey work and investigation of complaints from Parish Councils and other public bodies)	(a)	
(b) Water supplies, sewerage and sewage disposal	(b)	
(c) Sanitary aspects of Planning including approval of tipping sites	(c)	
(d) Housing—(including information on conditions of progress in rural housing matters and attendances at County Joint Housing Advisory Committees)	(d)	
(e) Health Education	(e)	
(f) Food and Drugs sampling (compositional standards)	(f)	
(g) Supervising the work of unqualified sampling officers (e.g. heat treatment plants, school kitchens, etc.)	(g)	
(h) Control of milk pasteurising and sterilising premises	(h)	
(i) Control of tubercular infection of milk	(i)	
(j) Inspection of premises registered for the manufacture of food	(j)	
(k) Supervision of institutional and school food and milk supplies	(k)	
(l) School sanitation	(l)	
(m) Diseases of Animals	(m)	
(n) Pharmacy and Poisons	(n)	
(o) Fertilisers and Feeding Stuffs	(o)	
(p) Merchandise Marks	(p)	
(q) Employment of Young Persons	(q)	
(r) Shops Act	(r)	
(s) Other duties	(s)	
(t) Supervising other sanitary officers in the council's service	(t)	
Total	100 per cent.	
5. Particulars of (s) above—		
6. Percentage of time spent inside the office on all duties		

NOTES

It is realised that in questions 4 and 6 accurate percentages cannot usually be given, but an approximation is better than nothing. Where certain hours are spent on duties falling under two heads, e.g. work in chemists shops partly on pharmacy and poisons and partly on sampling of drugs, the approximate time so spent should be equally divided between the two functions if no more accurate calculation can be made.

MINISTRY OF HEALTH
WORKING PARTY ON THE RECRUITMENT, TRAINING AND
QUALIFICATION OF SANITARY INSPECTORS

County Questionnaire

Part III

Personal Questions to Sanitary Officer

One form to be completed by each sanitary officer and delivered in a sealed envelope
to the Clerk for transmission to the Ministry of Health.

To the Sanitary Officer

The Working Party on the Recruitment, Training and Qualification of Sanitary Inspectors has been appointed by the Minister of Health at the request of sanitary inspectors to enquire into the nature of the work at present being done by them and the nature and functioning of the present arrangements for their recruitment, training and qualification and as to the adequacy of such arrangements. It is hoped that in their own interests all sanitary officers will answer fully and frankly this part of the Questionnaire which the Working Party has prepared. All answers will be treated as strictly confidential, and only anonymous quotations or summarised results will be made public. On the completion of the investigation all questionnaires will be destroyed.

Instructions

Where this form offers a choice of numbered answers, e.g., in question 4, please put a ring round the number of the appropriate answer in Column 1. Where the answer is itself a number, e.g., in question 3, please put the answer in Column 1. Please do not write anything in Column 2 as it will be required at the Ministry.

	Column 1	Column 2
1. Name of Authority		
2. Own Name		For office use only
3. Age in years		
4. Occupation immediately before commencing training as a sanitary inspector, but excluding any period of temporary service in the armed forces or of unemployment (only one answer should be ringed):—		
At school, or student (including pupil sanitary inspector) ...	1	
Clerical work with a local authority	2	
Other clerical work	3	
Other office work	4	
Assistant Sanitary Inspector	5	
Health Visitor	6	
Qualified Surveyor	7	
Municipal Engineer	8	
Laboratory Assistant	9	
Building Trade	10	
Plumbing	11	
Meat Trade	12	
Merchant Navy	13	
Regular Armed Forces	14	
Other	15	
Particulars of 15 (if applicable) should be entered below :—		
.....		
.....		
5. Year of commencing training as a sanitary inspector		
6. Age in years at that time		
7. Had you previously been employed in another capacity by the first authority that employed you as a qualified sanitary inspector?		
Yes ...	1	
No ...	2	
8. Year of obtaining statutory qualification		
9. Age in years at that time		

	Column 1	Column 2
10. Occupation at that time (only one answer should be ringed):—		
At school or student (including pupil sanitary inspector) ...	1	
Clerical work with a local authority	2	
Other clerical work	3	
Other office work	4	
Assistant Sanitary Inspector	5	
Health Visitor	6	
Qualified Surveyor	7	
Municipal Engineer	8	
Laboratory Assistant	9	
Building Trade	10	
Plumbing	11	
Meat Trade	12	
Merchant Navy	13	
Regular Armed Forces	14	
Other	15	
Particulars of 15 (if applicable) should be entered below:—		
.....		
.....		
.....		
11. How many qualified sanitary inspectors (including yourself) were there on the staff of the first authority by whom you were employed as a qualified sanitary inspector?	1	
	2	
	3	
	4	
	5	
	6	
	7	
	8	
	9	
	10 or more	
12. Year of obtaining Certificate of Meat and Other Foods (if not obtained, please say "not")		
13. Educational qualifications recognised for entry upon training (See Note 1) (only one answer should be ringed)		
Matriculation	1	
School Certificate	2	
City and Guilds	3	
Board of Trade Certificate	4	
Nil (pre 1926)	5	
Other	6	
Particulars of 6 (if applicable) should be entered below:—		
.....		
.....		
.....		
14. Type of Authority with which qualifying practical training was obtained (See Note 2)		
County Borough	1	
Non-County Borough	2	
Metropolitan Borough	3	
Urban District	4	
Rural District	5	
Port Health Authority	6	
(See Note 3)		
Other	7	
Particulars of 7 (if applicable):—		
.....		
.....		
.....		

	Column 1	Column 2
15. Type of practical training (See Notes 2 and 4):		
1 year/250 days/300 hours in a public health department ...	1	
6 months/125 days/150 hours in a public health department following 3 years in approved building craft	2	
1 year Assistant Sanitary Inspector	3	
Full-time Post War Course	4	
Other	5	
16. If answer to question 15 was 1, 2 or 3, was practical training undergone at the same time as theoretical?		
Yes ...	1	
No ...	2	
Partly ...	3	
17. Types of authority with which employed as sanitary officer or sanitary inspector since qualification:—		
County	1	
County Borough	2	
Non-County Borough	3	
Metropolitan Borough	4	
Urban District	5	
Rural District	6	
Port Health Authority	7	
18. Additional qualifications held :—		
Smoke Inspectors Certificate	1	
Sanitary Science... ..	2	
Certificate of Advanced Knowledge	3	
Diploma in Public Administration	4	
Institution of Sanitary Engineers	5	
Diploma of Institution of Public Cleansing	6	
Diploma of Sanitary Inspectors Association	7	
19. Any other qualifications held which are relevant to sanitary inspection should be entered below:—		
.....		
.....		
.....		
20. Distance in miles between place where you obtained theoretical training for the basic qualification and place where you then lived. (See Note 5)		
Under 1 mile	1	
1 to 2 miles	2	
3 to 6 miles	3	
6 to 20 miles	4	
20 to 50 miles	5	
Over 50 miles	6	
21. Date of first appointment as a sanitary officer in the service of a County Council		
22. Immediately previous appointment:—		
.....		
.....		
.....		
23.		
(for official use)		
Signature.....		
Date.....		

NOTES

Note 1. The educational qualification to be entered in question 13 is one of those which, like those listed in the question, are or were recognised as entitling a student to enter upon theoretical training as a sanitary inspector; if more than one was possessed only the highest should be indicated. Educational qualifications not so recognised should be ignored. Officers who held a Board of Trade Certificate of Competency and also one of the other qualifications should ring answer 4 only.

Note 2. The practical training referred to in questions 14, 15 and 16 is not general experience of a useful kind but only such periods of practical training as are or were required by regulations in order to become a qualified sanitary inspector.

Note 3. Question 14 should be answered "Port Health Authority" only if the training was obtained with an *ad hoc* Port Health Authority or with a Council having a separately organised port health service.

Note 4. The types of practical training referred to in question 15 at 1, 2 and 3 are those referred to in the current regulations of the Royal Sanitary Institute and Sanitary Inspectors Examination Joint Board and the periods are the minima there set out. If longer periods have in fact been worked, this should not be stated. The course referred to at 4 in question 15 is the temporary intensive full-time course for ex-servicemen which was in operation between 1946 and 1949.

Note 5. If you were in temporary lodgings for the purpose of training the distance in question 20 should be calculated from the place where you normally lived.

County Sanitary Officers

Numbers in columns show the number of county sanitary officers who spend the following percentages of their annual time on each duty

Duties (1)	Nil (2)	1 per cent. or less (3)	Over 1 per cent. and up to 3 per cent. (4)	Over 3 per cent. and up to 5 per cent. (5)	Over 5 per cent. and up to 10 per cent. (6)	Over 10 per cent. and up to 15 per cent. (7)	Over 15 per cent. and up to 25 per cent. (8)	Over 25 per cent. and up to 50 per cent. (9)	Over 50 per cent. and up to 90 per cent. (10)	Over 90 per cent. (11)	Total (12)
(a) Review of County Sanitary circumstances (including survey work and investigation of complaints from Parish Councils and other public bodies) ...	5	3	15	17	8	12	6	6	—	—	72
(b) Water supplies, sewerage and sewage disposal ...	1	4	7	7	19	6	14	10	4	—	72
(c) Sanitary aspects of Planning including approval of tipping sites ...	35	10	13	11	1	—	2	—	—	—	72
(d) Housing (including information on conditions of progress in rural housing matters and attendances at County Joint Housing Advisory Committees)	16	7	14	18	15	—	2	—	—	—	72
(e) Health Education ...	50	8	3	4	5	2	—	—	—	—	72
(f) Food and Drugs sampling (compositional standards)	50	—	5	2	—	2	—	7	6	—	72
(g) Supervising the work of unqualified sampling officers (e.g., heat treatment plants, school kitchens, etc.)	52	1	2	6	10	—	1	—	—	—	72
(h) Control of milk pasteurising and sterilising premises	4	—	1	7	8	14	21	12	5	—	72
(i) Control of tubercular infection of milk ...	7	4	18	15	17	4	7	—	—	—	72
(j) Inspection of premises registered for the manufacture of food ...	55	6	6	5	—	—	—	—	—	—	72
(k) Supervision of institutional and school food and milk supplies ...	7	1	13	8	22	9	8	3	1	—	72
(l) School sanitation ...	7	3	22	17	16	3	4	—	—	—	72
(m) Diseases of Animals ...	64	5	3	—	—	—	—	—	—	—	72
(n) Pharmacy and Poisons ...	67	2	—	3	—	—	—	—	—	—	72
(o) Fertilisers and Feeding Stuffs ...	70	1	—	—	1	—	—	—	—	—	72
(p) Merchandise Marks ...	68	2	—	1	1	—	—	—	—	—	72
(q) Employment of Young Persons ...	72	—	—	—	—	—	—	—	—	—	72
(r) Shops Act ...	72	—	—	—	—	—	—	—	—	—	72
(s) Other duties ...	18	1	5	15	17	8	5	2	1	—	72
(t) Supervising other sanitary officers in the council's service ...	54	1	2	10	3	2	—	—	—	—	72

APPENDIX X

Analysis of Field Visits for England and Wales showing Range of Acreage and Population among Authorities visited

Type of Local Authority	No. of L.A.s.	Acreage to nearest 1,000		Population to nearest 1,000	
		From	To	From	To
County Boroughs over 500,000 ...	4	27,000	51,000	505,000	1,112,000
County Boroughs	17	5,000	40,000	61,000	442,000
Metropolitan Boroughs	5	1,000	3,000	74,000	171,000
Non-County Boroughs	26	2,000	12,000	3,000	187,000
Urban Districts	16	1,000	18,000	1,000	42,000
Rural Districts	22	25,000	203,000	7,000	63,000
County Councils	10	75,000	733,000	67,000	3,348,000
Port Health Authorities	3	—	—	—	—
TOTAL	103				



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